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city of  
**orange**

general plan



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GENERAL PLAN

City of  
Orange, California

Adopted by the City Council

Resolution No. 7389

dated: August 22, 1989



## ACKNOWLEDGMENTS

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## TABLE OF CONTENTS

<u>Element</u>	<u>Page</u>
Introduction	
Planning for the Future	I-1
Purpose of the General Plan	I-3
Organization of the General Plan	I-5
Citizen Participation in Plan Preparation	I-8
Land Use Element	
Introduction to the Land Use Element	LU-1
Land Use Element Goals and Policies	LU-6
The Land Use Plan	LU-19
Circulation Element	
Introduction to the Circulation Element	C-1
Circulation Element Goals and Policies	C-4
Issues Identification	C-11
Circulation Plan	C-14
Infrastructure Plan	C-37
Housing Element	
Introduction to the Housing Element	H-1
Housing Element Goals and Policies	H-4
Housing Plan	H-12
Open Space and Conservation Element	
Introduction to the Open Space and Conservation Element	OSC-1
Open Space and Conservation Element Goals and Policies	OSC-5
Open Space and Conservation Plan	OSC-13
Safety Element	
Introduction to the Safety Element	S-1
Safety Element Goals and Policies	S-3
Safety Plan	S-10



TABLE OF CONTENTS  
(continued)

Noise Element

Introduction to the Noise Element	N-1
Noise Element Goals and Policies	N-6
Noise Plan	N-9

Glossary	G-1
----------	-----

Historic Preservation Element

The City's Historic Preservation Element is bound under a separate cover and incorporated here by reference.



# INTRODUCTION

## PLANNING FOR THE FUTURE

The City of Orange lies in the heart of north-central Orange County, an area undergoing a marked change in land use. Since the early 1980's, mid-rise and high-rise office buildings and business parks have sprung up on properties formerly occupied by small scale, low intensity offices, shopping centers and industrial developments. The traditional medium-sized lot, single-family residential tract has been replaced by denser subdivisions, condominiums and apartment complexes. In general, throughout the former suburban communities of Orange County, a trend toward more intensive, urban-type development has appeared.

The City of Orange has witnessed the same type of growth, although not to such large degree as cities such as Irvine or Santa Ana. Orange benefits from its location near five major freeways which link the City to residential communities throughout Orange, Los Angeles and Riverside counties (Figure I-1). Growth in the business sector of the community has been focused in the City Center area west of the Santa Ana Freeway and in commercial areas south of the Garden Grove Freeway. Most new residential development has occurred in the eastern portion of the City where vacant land is still available. Although little recycling within older residential neighborhoods has occurred, in some areas of the Old Towne district, new structures, many which have been consistent with the style, scale and intensity of the older homes, have been constructed.

This growth and development have been guided largely by the City's General Plan which was adopted in the mid-1970s and which was amended over time to allow the intensification to occur. The Plan has served the City well for over a decade. However, continuing growth pressures, as well as changes to State law governing general plans, have made portions of the City's 1970s Plan outdated. This General Plan represents the City's response to bring the Plan up to date and to establish definitive land use and development policy to guide the City into the next century.

↑ North  
0 6  
scale in miles



## PURPOSE OF THE GENERAL PLAN

State law requires every city and county to adopt a comprehensive, long-term general plan for the physical development of that city and county. In essence, the general plan should serve as a jurisdiction's blueprint for the future. This blueprint should contain policies and programs designed to provide decision makers with a solid basis for land use decisions.

In order to be considered comprehensive, the general plan must address many issues which are related to and influence land use decisions. Specifically, in addition to land use, State law requires that the general plan address circulation, housing, the conservation of natural resources, the preservation of open space, the noise environment and the protection of public safety (Section 65302 of the California Government Code). These issues should be discussed to the extent they apply to a jurisdiction. The general plan may also cover topics of special or unique interest to a city or county, such as the preservation of historic and scenic resources.

The City of Orange General Plan contains goals, policies and programs which are intended to guide land use and development decisions into the twenty-first century. The Plan consists of seven elements, or chapters, which together fulfill the requirements for a general plan. The major focus of the Plan is to achieve the following goals:

- To preserve the character and densities of existing residential neighborhoods;
- To upgrade older commercial and industrial districts and thereby attract new business to the City;
- To allow for the intensification of commercial office uses in areas of the City where infrastructures can accommodate or can be made to accommodate increased use where residential neighborhoods will not be affected adversely;
- To preserve the character of Old Towne and other historic areas;
- To provide a circulation system that allows for the efficient movement of people and goods throughout the City;
- To provide a wide range of housing opportunities for all income groups;
- To preserve open space areas for a range of uses and purposes, including for active and passive recreational use, preservation of significant ridgelines, protection and public safety, and the conservation of aggregate resource areas;
- To protect people living and working in the City from natural and man-made hazards such as flooding, earthquakes, landslides and hazardous materials; and
- To protect residents from excessive and potentially harmful noise sources associated with the urban environment.

## **ORGANIZATION OF THE GENERAL PLAN**

As indicated above, the Orange General Plan is divided into seven elements which meet the requirements of State Law. The six required elements are the Land Use Element, the Circulation Element, the Housing Element, the Open Space and Conservation Element, the Safety Element and the Noise Element. In addition, the City adopted in 1983 a Historic Preservation Element as an optional element. This element is bound under separate cover and is incorporated in this document by reference. Figure 1-2 illustrates the relationship between the General Plan's six required elements and the State mandated issues.

### **Organization of the General Plan As a Whole**

The General Plan as a whole consists of three sections--the General Plan policy document, the General Plan Technical Reports and the General Plan Environmental Impact Report (EIR). The policy document is essentially the six elements outlined above. These elements contain text, diagrams and maps which are to be used to guide land use decisions. Also included in the General Plan policy document is a glossary of terms used in the General Plan.

The technical reports contain background information which was used to formulate policy. The reports provide statistics and maps which describe conditions in the City as of September 1987. This material may be updated over time as required.

Each element includes implementation measures designed to achieve stated goals and policies. Together these measures comprise an implementation plan.

Finally, the EIR provides the necessary review of anticipated environmental consequences resulting from the long-term implementation of the General Plan. This review was performed pursuant to and consistent with the requirements of the California Environmental Quality Act (CEQA).

### **Organization of the Elements**

Each of the six mandated General Plan elements is comprised of three sections—the Introduction section, the Goals and Policies section and the “Plan” section. The introduction describes the purpose of the element and also introduces other plans and programs outside of the General Plan which may be used to achieve specific General Plan goals.

**STATE MANDATED  
ELEMENTS**

**Land Use Element**

Section 65302(a)  
of Government Code

**Circulation Element**

Section 65302(b)  
of Government Code

**Housing Element**

Section 65583  
of Government Code

**Conservation Element**

Section 65302(d)  
of Government Code

**Open Space Element**

Section 65302(e)  
of Government Code

**Noise Element**

Section 65302(f)  
of Government Code

**Safety Element**

Section 65302(g)  
of Government Code



**ORANGE  
GENERAL PLAN**

**Land Use Element**

+

**Technical Report**

**Circulation Element**

+

**Technical Report**

**Housing Element**

+

**Technical Report**

**Open Space and  
Conservation Element**

+

**Technical Report**

**Noise Element**

+

**Technical Report**

**Safety Element**

+

**Technical Report**

The Goals and Policies section presents the City's long-term objectives for land use, circulation, housing, preservation and use of open space, and protection of public health and safety. The goals and policies are arranged by issue or subject, and a brief description of philosophy or direction behind those objectives precedes each group of goals and policies. Also included are implementation measures aimed toward achieving stated objectives. For general reference, goal, policies and implementation measures may be defined as follows:

**GOAL: A GOAL IS A BROAD STATEMENT OF PURPOSE AND/OR DIRECTION.**

Policy: A policy describes a more definitive course of action.

Implementation: An implementation measure describes specific programs which will be used to achieve goals and to implement policies.

The third and final section of each element consists of the "plan," or the further definition of programs to be used to implement General Plan policy. For example, the Land Use Element contains a "Land Use Plan" which indicates the types and intensities of land use permitted City-wide. The "Circulation Plan" in the Circulation Element includes a Master Circulation Plan showing where existing streets and intersections will be improved and new infrastructure provided to meet the circulation needs of City residents as well as people coming to Orange to work and shop. Wherever possible, each plan contains maps, diagrams and tables to illustrate General Plan policy.

## **CITIZEN PARTICIPATION IN PLAN PREPARATION**

The "guts" of the General Plan are the goals and policies presented in each element. These goals and policies clearly state the direction growth and development will take in Orange in the next 10 to 20 years. Implementation of the policies can best be accomplished through the support of the goals and policies by the residents and business people of Orange.

Many citizen and business committees and groups played a critical role in the development of the goals and policies contained in this Plan. Beginning in June of 1985, the "Orange 2000" Advisory Committee and its nine subcommittees held many meetings for the purpose of identifying, studying and recommending action on community issues and formulating development strategy to guide the orderly growth of the City.

The Advisory Committee's efforts resulted in the preparation of a document titled "Orange 2000 – Community Planning Project." The document contains policy recommendations for the following issues:

- Economic development;
- Housing;
- Traffic/Circulation/Public Transit;
- Public safety;
- Municipal facilities and public improvements;
- Community preservation/Aesthetics/Leisure services;
- Cultural/Educational;

- Technological development; and
- City finances.

Many of the policy recommendations are included in the General Plan primarily in the form of goals and policies. Others have been incorporated into the element “plans” as implementation programs.

During the General Plan adoption process, the City conducted several public study sessions and hearings to involve City residents in the adoption process. Prior to formal public hearings, two public study sessions were conducted in City neighborhoods. The Planning Commission held one public hearing before forwarding the General Plan to the City Council. The City Council conducted three public hearings and one formal study session during the months of April through June 1989 before adopting the Plan by resolution.



# LAND USE ELEMENT

City of Orange

General Plan

August, 1989

Prepared for the City by:

Cotton/Beland/Associates, Inc.  
Pasadena, California

## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction to the Land Use Element	
Purpose of Land Use Element	LU-4
Related Plans and Programs	LU-4
Scope and Format of Element	LU-7
 Land Use Element Goals and Policies	 LU-7
 The Land Use Plan	
Land Use Policy Considerations	LU-17
Land Use Designations	LU-19
Overlay Designations	LU-27
Implications of Land Use Policy	LU-28

## LIST OF FIGURES

	<u>Page</u>
Figure LU-1: Composite Land Use Constraints Map	LU-21
Figure LU-2: Floor Area Ratio Defined	LU-23
Figure LU-3: FAR Overlay Districts	LU-29
Figure LU-4: Policy for Commercial Areas	LU-32

## LIST OF TABLES

Table LU-1: Land Use Policy Matrix	LU-16
Table LU-2: Land Use Designations	LU-24
Table LU-3: Distribution of Land Use	LU-25
Table LU-4: Overlay Districts	LU-28

## INTRODUCTION TO THE LAND USE ELEMENT

### Purpose of the Land Use Element

The Land Use Element and the Land Use Policy Map are the most important components of the General Plan. The Land Use Element serves as a guide for future development in the remaining elements. For example, ongoing intensification of development in certain areas of the Circulation Element. Future residential development will affect housing goals, programs and objectives discussed in the Housing Element. Land use policy will also have a bearing on a large number of issues considered in the remaining elements, including those concerned with the environment, open space, public facilities and services, safety and noise.

The City intends to achieve a number of objectives through the implementation of the goals and policies contained in this element. These objectives include:

- To continue to provide a balanced and functional mix of development consistent with the long-range goals, objectives and values of the City;
- To provide a guide for both public and private investments, indicating the nature, density and intensity of that development
- To identify opportunities for new development and the redevelopment and revitalization of existing development in the City and to identify any constraints that might affect this new development;
- To reduce loss of life, injury, and property damage that might result from flooding, seismic hazards and other natural and man-made hazards that need to be considered in future land use planning and decision making;
- To preserve those undeveloped portions of the City that are of value to the residents due to the natural and cultural resources found there; and
- To preserve and maintain the existing character of the neighborhoods that comprise the City.

Through the use of text and diagrams, the Land Use Element establishes clear and logical patterns of land use as well as standards for new development. The single most important feature of this element is the Land Use Policy Map. This map, a copy of which is contained in the back pocket of the General Plan, indicates the location, density and intensity of development for all land uses city-wide. Finally, the goals and policies contained in this element establish a constitutional framework for future land use planning and decision-making in the City.

### Related Plans and Programs

The scope and content of the Land Use Element is largely governed by the *General Plan Law and Guidelines* and the *Planning Zoning and Development Laws* for the state. In addition, there

are a number of other plans and programs that need to be considered in the formulation, adoption and implementation of land use policy. Relevant plans and programs include:

**City of Orange Zoning Ordinance:** The City of Orange Zoning Ordinance is the primary implementation tool for the Land Use Element and the goals and policies contained herein. For this reason, the zoning map must be consistent with the General Plan Land Use Map. The Land Use Policy Map indicates the general location and extent of future land use in the City. The zoning ordinance, which includes the zoning map, contains more detailed information about permitted land uses, building intensities and required development standards.

The land use designations contained in this element and the land use boundaries correspond to one or more zoning districts identified on the zoning map. Table LU-2 in the “Land Use Plan” section of this element establishes the relationship between land use designations and zone districts.

**Specific Plans:** Land use policies call for the preparation and implementation of specific plans for certain areas of Orange. The General Plan establishes broad parameters of development on a long-term basis. A specific plan is designed to identify particular land uses and development standards relating to a specific site or development proposal.

Section 65451 of the Government Code requires a specific plan to contain regulations, conditions, programs and proposed legislation concerning the following:

- The development standards and precise location for land use and facilities;
- The standards and precise location designated for streets, roadways, and other transportation facilities;
- Standards indicating population density, building intensity and provisions for supporting services and infrastructure;
- Specific standards designed to address the use, development and conservation of natural resources; and
- Provisions for the implementation of the Open Space and Conservation Element and any other measures that may be required to implement the General Plan.

Specific plans serve the best interests of the City by establishing detailed controls on the nature of the future development. Such plans also benefit the developer by facilitating the processing of subsequent development plans within the area governed by the specific plan.

Two specific plans have been prepared and adopted within the City and County. These include the Upper Peters Canyon Specific Plan and Silverado Modjeska Specific Plan.

**Redevelopment Plans and Programs:** Federal and State law provides for the preparation, adoption and administration of redevelopment plans as a means to revitalize and rehabilitate blighted areas in cities. In many instances, redevelopment may be the means of last resort to revitalize deteriorating or stagnant urban areas. The City of Orange Redevelopment Agency has

adopted three redevelopment projects – the Tustin Street Redevelopment Project, the Southwest Redevelopment Project and the Northwest Redevelopment Project. Virtually all of the commercial and industrial districts in the City are located within one of these three redevelopment project areas.

**Area Plans:** Two additional land use plans exist for the unincorporated areas located in the eastern portion of the City. The Orange Park Acres Plan was prepared in 1973. This plan outlines land use policy for the semi-rural Orange Park Acres area located generally east of Rancho Santiago Boulevard, between Chapman Avenue and Santiago Canyon Road. The East Orange Plan, prepared in 1975, describes planning policy for 1,900 acres of land situated between Irvine Lake and the Peters Canyon Reservoir.

**East Orange General Plan:** The Irvine Company owns over 18,000 acres of land east of Villa Park Reservoir within the City of Orange sphere of influence. Over time, as phased development plans are prepared for this vast acreage, specific areas will be annexed to the City and General Plan amendments will be prepared as necessary. The Irvine Company has an on-going program to work with the City in the development of land use policy for the area.

The *East Orange Policy Planning Study* was prepared in 1986 to identify policies addressing long-term regional issues such as transportation, infrastructure, open space and recreation, and to establish a process by which broad development issues for the entire sphere area could be identified. The study addresses all elements of both the City and County General Plans as well as other topics and issues pertinent to the study area.

While the completed study identifies development issues, goals and objectives, the study is not official policy or a proposal for a specific development plan. The study will be used to develop land use policy for the area. Use proposals will be presented to the City in the form of a General Plan amendment.

**Regional Plans:** Orange County agencies have developed regional highway and recreation plans which affect land use policy in the City. On-going efforts to establish a route for the Eastern Transportation Corridor, a major highway to link State Highway 91 to southern Orange County, influences land use decisions in the eastern portion of the City. Also, the County has developed a master plan of parks which includes several regional parks within the City's planning area. The highway and parks are discussed in greater detail in the Circulation Element and Open Space and Conservation Element, respectively.

Within the City limits are "islands" of unincorporated lands. County planning documents establish land use policy for these areas. The City's General Plan Land Use Policy Map recognizes County land use policy for these areas.

The Southern California Association of Governments (SCAG) is also responsible for much of the regional planning for Southern California. SCAG has been preparing long range growth and development plans for the Southern California region since the early 1970s as part of the ongoing Development Guide Program. This program provides a framework for coordinating local and regional decisions regarding future growth and development. An important component of this process is the preparation of growth forecast policies at intervals ranging from three to five years.

The adopted growth forecast policy becomes the basis for SCAG's functional plans (transportation, housing, air and water) for the region. The population totals and growth distribution are used in planning the future capacity of highways and transit systems, quantity and location of housing, water supply, and siting and sizing of sewage treatment plants.

### **Scope and Format of this Element**

The Land Use Element establishes land use policy through the use of both text and diagrams. The following section of this element, titled "Land Use Goals and Policies," presents the City's general goals for the long-term growth and development of the community. These goals are defined further in the third section, the "Land Use Plan." The Land Use Plan consists of: 1) the General Plan Land Use Policy Map; 2) the descriptions of the land use designations indicated on the policy map; and 3) the land use policy implication discussion. The Land Use Element Technical Report is a separate document which contains quantitative information about the distribution of land use in Orange. This information may be updated on a yearly basis as a means of maintaining a current database of land use conditions in the City.

## **LAND USE ELEMENT GOALS AND POLICIES**

The goals and policies contained in this element address preservation of some areas of the City, revitalization of others, and the guiding of new development in those portions of the Planning Area presently undeveloped. The following goals and supporting policies, objectives and implementation measures focus on maintaining a balance between residential, commercial and industrial land use, promoting high quality development, and minimizing existing and potential land use conflicts.

### **Balanced Development in Orange**

A well-balanced community may be considered one which provides a broad range of housing and business opportunities as well as recreational, institutional and cultural activities which enhance the overall living environment. By encouraging such a mix of uses, the City can achieve a balanced inventory of housing which meets the housing needs of all income groups, can enjoy a stable employment and tax base, and can provide residents with diverse recreational opportunities.

In much of the Planning Area, this balance already exists. Residential development offers housing opportunities in a range of types and prices. Commercial uses provide a multitude of shopping and business opportunities for range residents and residents of surrounding communities. The City's large industrial district contains large parcels suitable for industrial or business park development. Finally, parks and schools are distributed throughout the City near residential neighborhoods.

**GOAL 1.0:** Land use policy will continue to promote a balance of residential, commercial and industrial development

POLICY 1.1: Maintain a balance between jobs and housing, and encourage the types of activities that will provide employment for the City's existing and future residents, as well as revenue for the City.

POLICY 1.2: Balance any economic gain from new development with the protection of existing residential neighborhoods.

POLICY 1.3: Work with agencies and interests involved with economic development to attract businesses which will contribute to the City's economic growth.

### **Promoting Commercial Enterprise**

Commercial activities have in the past and will continue in the future plan an important role in the City's development. Much of the City's revenue comes from sales tax generated by commercial establishment. The following policies and implementation measures focus on ways to promote commercial enterprise by improving the appearance of those commercial districts in need of revitalization, improving cooperation between the business community and the City, and encouraging residents to patronize businesses located in Orange.

GOAL 2.0: The City should continue to actively promote the City of Orange as a place to shop and conduct business.

POLICY 2.1: Take an active role in promoting business in Orange.

Implementation 2.1.1: Examine strategies that will encourage businesses and individuals to do business in Orange.

Implementation 2.1.2: Coordinate ongoing City services and programs with organized business activities, including those sponsored by the Chamber of Commerce and other service organizations.

Implementation 2.1.3: Provide a City liaison to business organizations active in Orange.

POLICY 2.2: Continue to implement ongoing programs and establish new ones designed to improve the appearance of the commercial districts in Orange.

Implementation 2.2.1: Continue to implement the redevelopment plans for the Tustin Street, Southwest and Northwest areas.

Implementation 2.2.2: Continue to use the Southwest Redevelopment Plan to revitalize those areas of Old Towne within the redevelopment project area.

Implementation 2.2.3: Develop strategies to revitalize the El Modena area.

POLICY 2.3: Plan the location of the Eastern Transportation Corridor to optimize economic commercial land development on adjacent property.

## **Promoting Industrial Development in Orange**

Industrial development in the older portions of Southern California has undergone a significant transition in recent years. Traditional industrial activities have been replaced by modern business parks that are more attractive in appearance and less offensive to adjacent non-industrial land uses. The following policies emphasize the important role industry will continue to play in the City's future and ensure that the quality of the environment is not compromised by such development.

**GOAL 3.0:** The City will continue to encourage industrial uses which provide jobs and revenue to the City without compromising environmental quality.

**POLICY 3.1:** Encourage the development of unified, mixed use developments in the City's industrial district.

**Implementation 3.1.1:** Revise zoning Code requirements and/or develop new zone districts to allow for mixed office/industrial/support commercial uses in the industrial district.

**POLICY 3.2:** Protect residents and the local environment from any potential adverse impact from industrial operations.

**Implementation 3.2.1:** Cooperate with those agencies concerned with monitoring and controlling the emission of smoke, particulate matter, noise, odor and similar industrial nuisances for the purpose of protecting Orange residents from the hazards associated with such nuisances.

**Implementation 3.2.2:** Revise zoning ordinance requirements and standards as necessary to prohibit or effectively control land uses which pose potential environmental hazards.

## **Promoting Revenue Generating Businesses**

Business activities, both commercial and industrial, provide jobs and revenue for the City. The City is initiating an aggressive campaign to revitalize commercial and industrial districts in Orange through redevelopment and through programs designed to market the City as a prime location for future industrial and commercial development.

**GOAL 4.0:** The City will continue to actively support new and existing commercial and industrial development to assure the continued viability of the City's economic base.

**POLICY 4.1:** Pursue major new property tax and sales tax generators.

**Implementation 4.1.1:** Establish an ongoing community relations program designed to retain existing commercial and industrial businesses in the City.

**Implementation 4.1.2:** Develop and implement public relations campaign to identify and attract new commercial, industrial and office uses to the City.

Implementation 4.1.3: Provide various funding incentives (e.g., industrial development bonds) to assist in financing improvements or land cost writedowns that might be used to attract desirable development.

Implementation 4.1.4: Establish a detailed inventory of land use that could be utilized by realtors, investors, and persons interested in purchasing a site or building in the City of Orange. The inventory would include information about zoning, land use, utilities, existing improvements, etc. for each commercial and industrial property in the City.

POLICY 4.2: Use redevelopment resources to assist in attracting new businesses to the City.

Implementation 4.2.1: Implement the goals and objectives contained in the Tustin Street, Southwest and Northwest redevelopment plans.

Implementation 4.2.2: Investigate the possibility of establishing information centers in each of the redevelopment project areas to provide redevelopment information to local businesses.

### **Maintaining a Balanced Inventory of Housing in Orange**

The following goal re-emphasizes goals included in the Housing Element which underscore the City's commitment to ensuring that housing opportunities are available to persons of all income groups. A shortage of affordable housing may make it difficult to attract businesses in the future.

GOAL 5.0: The City will continue to pursue goals to provide housing for all income groups consistent with the goals and policies contained in the Housing Element.

### **Promoting Quality Urban Design**

The first impression a visitor to Orange receives may be a lasting one, one which makes a visitor ask "Could my business thrive in this community: or is this a good place to shop" or Can I afford a home in this community?" The condition of streets, business frontages and residential neighborhoods makes a strong statement about a community.

GOAL 6.0: The City will continue to promote good urban design.

POLICY 6.1: Emphasize urban design in new development and encourage rehabilitation efforts which incorporate good design features into rehabilitation plans.

Implementation 6.1.1: Continue to review projects for compliance with accepted City design standards.

Implementation 6.1.2: Identify priority areas for the undergrounding of utilities.

Implementation 6.1.3: Continue to implement the redevelopment plans for the Southwest, Tustin and Northwest Project Areas consistent with approved design standards for these areas.

Policy 6.2: Identify districts which can benefit from a design theme, and establish urban design standards.

Implementation 6.2.1: Continue to implement standards for commercial and industrial development in Old Towne to ensure that existing and future development will be consistent in terms of design, signage, building height and landscaping.

Implementation 6.2.2: Develop possible incentives and guidelines to encourage implementation of the design standards in districts where design themes have been or will be established.

POLICY 6.3: Continue ongoing code enforcement efforts and expand code enforcement operations as required.

Implementation 6.3.1: Emphasize enforcement of the design ordinance throughout the City.

Implementation 6.3.2: Establish a community relations program that provides code enforcement information and support to the public.

Implementation 6.3.3: Review all City codes and update as necessary to reflect the latest policies in regard to community appearance, building, safety and design standards.

### **Preserving and Maintaining Old Towne**

When many people think of Orange, they often think of the historic downtown district and adjoining residential neighborhoods. The following goal and supporting policies and implementation measures emphasize the City's commitment to continue revitalization of the Old Town historic district.

GOAL 7.0: The Old Towne district will continue to be the focus of revitalization efforts to make it more attractive to residents, businesses and visitors.

POLICY 7.1: Use both public and private resources to upgrade infrastructure and structures throughout Old Towne while maintaining the historic character of the district.

Implementation 7.1.1: Implement policies and programs in the Southwest Area Redevelopment Plan which provide for infrastructure improvements in Old Towne.

Implementation 7.1.2: Prepare a specific plan for Old Towne detailing infrastructure improvements, preservation guidelines, circulation patterns, residential densities and other items as appropriate.

Implementation 7.1.3: Promote restaurant uses in the Old Towne eight block Downtown Core through zoning mechanisms.

Implementation 7.1.4: Identify underutilized property in the Downtown Core which can be developed for public parking and other uses which will enhance the character and use of the district.

## Redevelopment in Orange

Portions of the City's commercial and industrial business districts contained aging development and infrastructure. Over time, Market forces may lead to the recycling of older obsolete structures and uses to newer high intensity development. However, without necessary circulation and other infrastructure improvements, such private redevelopment might not be possible.

The City recognizes that new development can benefit the community by providing jobs, increased commerce and additional tax revenue. The potential negative side effects of new development may also be reduced through public participation in the redevelopment process. A City sponsored redevelopment plan can ensure that infrastructure improvements keep pace with and encourage redevelopment. City involvement can also facilitate consolidation of parcels for larger scale projects which benefit the community as a whole. In recognition of the benefits of joining public/private redevelopment, the City will continue implementation of redevelopment plans throughout the commercial and industrial districts in the City.

GOAL 8.0: The City will continue to support ongoing redevelopment efforts in a manner consistent with the General Plan.

POLICY 8.1: Future activities carried out by the Redevelopment Agency must be both coordinated and consistent with the City of Orange General Plan.

Implementation 8.1.1: Review all proposed redevelopment plans and programs for consistency with the City of Orange General Plan.

POLICY 8.2: Use of eminent domain must be fair, judiciously applied, and limited to areas where overriding considerations of public necessity, community and economic benefit can only be met through its use.

Implementation 8.2.1: Develop city-wide policy on use of eminent domain, including features such as:

- Exercising preference for relocation of displaced owners, tenants and businesses within the City;

- Defining "overriding considerations" prior to the adoption of redevelopment plans; and

- Utilizing effective communication of policies and plans throughout the redevelopment process.

Implementation 8.2.2: Emphasize negotiated acquisition in lieu of exercising eminent domain as the preferable course in City redevelopment policy.

Implementation 8.2.3: Investigate the feasibility of establishing revitalization programs and projects that emphasize owner participation in the redevelopment efforts.

## **Reducing Potential Land Use Conflicts**

Land use conflicts often occur when newer developments are insensitive to the use, scale or character of existing development. In other cases, older, obsolete nonconforming uses remain interspersed among newer development such as old service stations, repair shops or markets located in the midst of residential development. In both instances, these conflicts can over time lead to blight and deterioration. The following goals, policies and implementation measures identify ways land use conflicts can be avoided in the future.

GOAL 9.0: Continue to implement land use policies which focus on reducing land use conflicts.

POLICY 9.1: Work to reduce land use conflicts between residential and non-residential uses.

Implementation 9.1.1: Revise the zoning code as necessary to ensure that dissimilar uses located adjacent to each other are adequately buffered.

Implementation 9.1.2: Ensure that future high density commercial and residential development occur in those areas of the City that can accommodate traffic, have adequate access, and that land use policy identifies as target areas for such development.

POLICY 9.2: Plan transitional areas to minimize any adverse impacts from new development on existing residential development.

Implementation 9.2.1: Ensure that new development in transitional areas are at densities consistent with land use policy.

Implementation 9.2.2: Permit higher density development in transitional areas adjacent to major transportation corridors.

Implementation 9.2.3: Increase efforts to reduce the visual impact of undesirable features of industrial operations by requiring beams and landscaping to shield parking areas and outdoor storage areas.

Implementation 9.2.4: Ensure that all industrial development in the City adheres to minimum site development and performance standards, including parking, landscaping, screening and setback requirements.

Implementation 9.2.5: Develop strategies to limit the impact of industrial and commercial traffic on residential neighborhoods.

POLICY 9.3: Annex all County “islands” within the City limits.

Implementation 9.3.1: Involve the community in plans concerning development and redevelopment of annexed County areas.

POLICY 9.4: Prohibit the establishment of any industrial use north of Fletcher Avenue.

## **Preservation of Open Space Resources**

The Open Space and Conservation Element is specifically concerned with establishing goals and policies related to the preservation and maintenance of open space resource in the City. Because of the abundance of open space in Orange and the likelihood that much of this land will be developed in the future, it is important to recognize that the preservation of these areas need to be considered in the Land Use Element. The following goal recognizes that not all undeveloped land will be preserved, although areas that offer unique opportunities for recreation or are otherwise constrained should be maintained as open space.

GOAL 10.0: The City will continue to recognize the need to maintain open space resources for the purpose of providing recreational opportunities, protecting the public from safety hazards and conserving natural resources.

## **Maintaining Infrastructure and Utilities Services**

As the City continues to grow either through redevelopment or new construction activity, additional demands will be placed on infrastructure (e.g., roads, water lines, sewer lines). Within older sections of the City, existing infrastructure may not be able to accommodate increased loads. Either the City or private developers will be required to provide infrastructure adequate to meet projected needs.

In order to accommodate future demand and thereby avoid potential overload, the City must be able to anticipate infrastructure needs based on land use policy and must establish methods of financing identified improvements.

GOAL 11.0: The City's infrastructure system must be adequate to meet the needs of existing and future residents.

POLICY 11.1: Identify useful life of key infrastructure (e.g., storm drains, streets, public buildings, etc.), and establish appropriate rehabilitation programs.

POLICY 11.2: Monitor development fees to assure they are fair and justified.

## **Maintaining Circulation of Level of Service**

The Circulation Element of the General Plan was developed using assumed average intensity of development for new development. However, some land use categories permit specific projects to be developed to high intensity than the assumed average. If many such projects are developed within a small area, the assumed trip generation from that area may exceed the capacity of the circulation system. A program to monitor new development and anticipate these potential problems is needed.

GOAL 12.0: Manage development of high intensity land uses in a way that ensures that the capacity of the circulation system is not exceeded.

POLICY 12.1: Establish a development capacity for each traffic zone in the City, and monitor development within traffic zones to determine when development capacity is being reached.

POLICY 12.2: Require projects which would exceed the development capacity of the traffic zone in which they are located to perform detailed circulation system analysis to identify system-wide impacts and mitigation measures. Require such project to fully fund these measures or include these measures in the City's Transportation Systems Improvement Program.

POLICY 12.3: Prepare and implement a City growth management plan which is coordinated with the Orange County Transportation Commission's 20-Year Growth Management Plan and the Orange County Growth Management Plan.

### **Need for Coordinated Planning**

The following goals and policies underscore the City's resolve to ensure that future planning considers ongoing planning efforts of other city departments, agencies and special districts. In addition, ongoing planning efforts undertaken by regional agencies such as Orange County, the Southern California Association of Governments and others will be examined for consistency with the City's long-range objectives.

GOAL 13.0: The City will continue to recognize the need to coordinate planning efforts both within the City and with other jurisdictions in the region.

POLICY 13.1: Coordinate planning efforts among the various City departments and agencies, property owners, residents and special districts.

Implementation 13.1.1: Examine ways to share existing and future public facilities among various agencies and institutions in Orange.

Implementation 13.1.2: Work with the Orange Unified School District, the Community College District and Chapman College to prepare master plans for their facilities.

POLICY 13.2: Coordinate planning efforts with adjacent cities and agencies.

Implementation 13.2.2: Participate in regional planning programs which identify and address resource needs.

Implementation 13.2.3: Evaluate major public facilities to ensure that such development is consistent with the adopted goals and policies of the City's General Plan.

### **Public Participation**

The City recognizes that the single most important component of any future planning effort involves public participation. The following goal emphasizes the need for continued public involvement in all facets of the planning process. Implementation measures designed to achieve this range from programs to better inform the community of ongoing planning efforts to the identification of strategies which will encourage more direct public participation in improvement programs.

GOAL 14.0: The City will continue to involve the public in the planning and decision making process.

POLICY 14.1: Emphasize public-private cooperation in preparing future plans and programs for economic development.

Implementation 14.1.1: Develop a marketing strategy to communicate concepts, plans and benefits of future development to property owners, tenants and lenders.

Implementation 14.1.2: Initiate and encourage public and private improvement campaigns in the older industrial areas of the City.

Implementation 14.1.3: Identify funding opportunities and explain the benefits of participating in redevelopment and other rehabilitation programs to homeowners, businesses and others.

### Related Goals and Policies

The goals and policies and the land use map contained in this element serve as the framework for the remaining General Plan Elements. A number of goals and policies included in these other elements will also support, either directly or indirectly, the goals and policies contained in the Land Use Element. Table LU-1, the Land Use Element.

**TABLE LU-1  
LAND USE POLICY MATRIX**

Issue Area	Housing	Circulation	Open Space & Conservation	Safety	Noise
Balanced Development			3.0		
Commercial Enterprise					
Industrial Development					
Revenue Generating Development					
Balanced Housing	1.0, 3.0, 4.0, 5.0				
Urban Design	1.0, 2.0	4.0	6.0		
Preserving Old Towne	6.0	2.0			
Redevelopment	1.0, 2.0				
Land Use Conflicts				1.0, 2.0, 3.0, 4.0	1.0
Preservation of Open Space			1.0, 2.0, 3.0, 5.0	1.0, 3.0	
Infrastructure and Utilities Services	8.0	1.0			
Coordinated Planning		1.0, 2.0	1.0		
Public Participation	6.0			6.0	

This table illustrates the internal consistency of the General Plan by indicated which goals in the other five elements re-emphasize goals and policies stated in the Land Use Element.

## THE LAND USE PLAN

This section of the Land Use Element indicates the location and extend of future development in the City and identifies standards for that development. Land use planning for the City must consider two extremes. The first concerns the older, well established communities in the west where the focus is revitalization of commercial and industrial areas and the maintenance and preservation of the residential neighborhoods. The other extreme involves the newly developed or undeveloped portions of eastern Orange where planning is directed towards problems commonly associated with new development.

### Land Use Policy Considerations

A wide range of environmental and man-made factors have been considered in the formulation of land use policy. Areas of special environmental significance, potential safety hazards, limitations of existing infrastructure, and the character of the existing neighborhoods have all influenced land use policy.

### Land Use Constraints

The Safety Element identifies areas of Orange subject to a number of environmental constraints, including flooding, landsliding and seismic concerns. The Open Space and Conservation Element, in turn, identifies areas where significant ecological or natural resources are located. These constraints include both natural and man-made factors that will continue to influence long-range land use planning.

**Flooding:** The Federal Emergency Management Agency (FEMA) publishes a series of maps which identify areas of the City subject to flooding in the event of a major storm. These maps, referred to as Flood Insurance Rate Maps (FIRMs) indicate areas that may be inundated in the event of a 100-year or 500-year storm. In addition, the maps indicate the base flood elevations at selected intervals of the floodway.

The flood map contained in the Safety Element indicates a potential for storm related flooding along the Santa Ana River, Santiago Creek and Handy Creek. Additional flood hazards include the potential for inundation from dam or levee failure. Three major flood control reservoirs are located on streams that run through Orange. The facilities of concern include Prado Dam, Santiago Dam, Villa Park Dam and Olive Reservoir. Flood damage could occur in the event of failure at any of these facilities. Figure S-4 in the Safety Element Technical Report shows which areas of the City are exposed to dam and reservoir failure hazards.

**Hillsides:** Topography in portions of the Planning Area contain slopes that may be too steep to accommodate development. The potential for slope failure may increase due to grading practices prior to construction and overwatering once developments have been completed. In addition, may landslides are caused by earthquakes.

**Geologic Hazards:** The entire Planning Area is located within a seismically active region that has been subject to major earthquakes in the past. The San Andreas Fault, Whittier-Elsinore Fault, Newport-Inglewood Fault and San Jacinto Fault are active faults located within 30 miles of Orange. Other major faults may be buried under alluvium, or fault traces may have been

obliterated due to natural weathering. Two of the most destructive earthquakes that occurred in California in recent years, the Coalinga and Whittier earthquakes, originated from previously unknown faults.

A number of smaller fault traces are located in the northern and eastern portions of the Planning Area. The El Modena Fault traverses the base of the Peralta Hills. The Peralta Hills Fault is located in the Peralta Hills just north of the El Modena Fault, as shown in the Safety Element.

**Wildland Fires:** The greatest potential for wildfire is in the undeveloped areas located in the northern and eastern portion of the planning area. The risk to homes from wildfire will increase as development spreads into the chaparral covered hillside areas in East Orange.

**Noise:** Noise generated from mobile sources such as traffic and aircraft will continue to have the greatest potential impact on land use. The Noise Element describes the existing noise environment using maps that indicate high levels of noise in the Planning Area. The Noise Element also identifies noise sources and recommends goals and policies that will be useful in reducing the effects of noise if not the actual intensity of noise. Land use policy discourages the placement of noise sensitive land uses in areas that are subject to high noise levels.

**Circulation System Capacity:** Lack of available right-of-way and limited access across natural or man-made barriers may limit intensity of development in certain areas of the City. Land use policy calls for a continuing program of evaluation of land development impacts on circulation and ties development capacity to this environmental program.

## **Resource Issues**

A number of resource issues need to be considered in future land use planning and decision-making. These resources include: significant cultural resources (archaeological sites and historic structures) and significant natural resources, such as wildlife habitats, unique plant communities, and significant vistas and viewsheds.

**Archaeological Resources:** Archaeological records suggest that Orange County has had a constant human occupation that may extend as far back as 30,000 years ago. Evidence of the past occupation of the Gabrielino people is abundant in and around the City of Orange. Archaeological surveys performed throughout the area have revealed bedrock mortars, surficial scatter of tool flakes and fragments and possible campsites and villages. The majority of the finds have occurred in the hillside areas to the east, and there is a strong possibility that undeveloped hill areas contain yet undiscovered surface and subsurface cultural deposits.

**Historic Resources:** Europeans first settled in this part of Orange County in the 1700s with the establishment of the first ranchos. Large scale settlement did not occur until late 19<sup>th</sup> century when the original town site was subdivided. In 1981 a Citywide survey was conducted to identify historically significant structures. Based on this survey, many homes and structures were identified as historically significant. Several districts are also considered historically significant. The areas include the Plaza Historic District, Old Towne, the Nutwood Tract, the Olive Neighborhood, the McPherson Area and the El Modena area.

**Plant Resources:** With the exception of the hills on the eastern end of the planning area, Orange has been completely urbanized and landscaped with largely non-native plant species. The undeveloped hillside areas contain diverse natural plant communities. These communities include grasslands, coastal sage scrub, chaparral, woodland and disturbed areas.

**Animal Resources:** Many species of wildlife populate the open, grassy hills and woodland areas of east Orange. The grasslands provides suitable foraging grounds for mammals and birds, and the woodland trees are used by many species for nesting. Prior biological studies indicate that these are important habitat areas in that they serve as a natural extension of the regionally significant Weir Canyon and Santiago Oaks Regional Park Wildlife Areas.

Most animal species found in the hills are fairly common varieties such as mourning doves, finches, gopher, rabbits and garter snakes. Bobcats, coyotes and mule deer have been observed in outlying areas.

**Mineral Resources:** Orange contains extensive deposits of sand and gravel within and surrounding the Santiago Creek and Santa Ana River channels. In 1982, the California Department of Conservation, Division of Mines and Geology (CDMG), prepared a report detailing the characteristics of sand and gravel resource areas in the greater Los Angeles area. The designated resource regions in the City of Orange include the Lower Santiago Creek Resource Area and the Santa Ana River Resource Area. Each of these areas are described in greater detail in the Open Space and Conservation Element.

The goals, policies, and implementation measures contained in this element, to a large extent, address the issues related to the environmental constraints and resources discussed on previous pages. Figure LU-1 represents a composite of the various constraints.

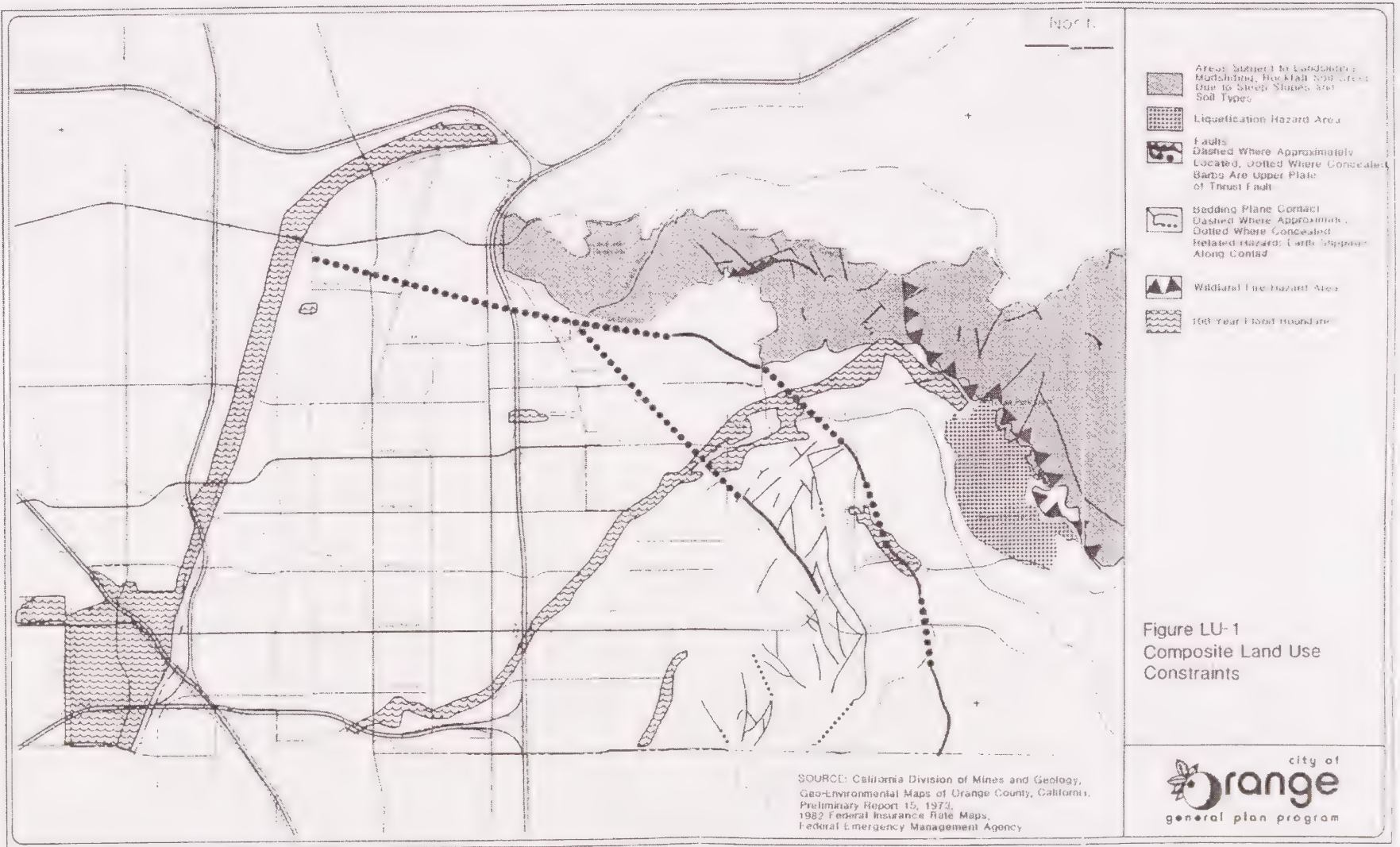
## **Land Use Designations**

Land use designations are necessary to provide some identification concerning the type and nature of development that is permitted in a given location. While terms like “residential,” “commercial” an “industrial” generally are well understood by the public at large, more specific designations like “Estate Density Residential” or “Old Towne Commercial” require some explanation. Equally important, Stat general plan law requires a clear and concise description of the land categories indicated on a land use map.

The Orange Land Use Element provides for 13 land use categories. Four categories are established for residential development, ranging from rural residential development to multiple-family development. Three commercial categories, one category for industrial development and a public activities category are hereby established. Open space areas that are to be preserved are placed in one of three open space designations: “Parks”, “Open Space” and “Ridgelines”. Finally, areas where mineral or resource extraction is or may occur are designated as “Resource Area.”

A number of terms are used to define the land use categories described in this element. The term “density,: in a land use context, is a measure of the population or development capacity of the land. Density ranges may be explained in terms of persons per acre or units per acre.

Development intensity refers to the degree of development measured in terms of building height, bulk, floor area ratios and/or percent lot coverage.



The concept of “floor area ratio,” or FAR, is important in that allowable building intensities in the non-residential land use designations are expressed in terms of FAR. Simply stated, the floor area ratio is the ratio between total gross floor area of all buildings on a lot and the total area of that lot. For example, a 21,780 square foot building on an acre lot (43,560 square feet) yields a FAR of 0.5, as illustrated on Figure LU-2. The FAR is used to control use intensity on a lot and not the actual building height or bulk. As Figure LU-2 shows, the 0.5 FAR can yield a building of modest height which covers almost all of the lot, or a taller building which allows for more open space.

The land use designations indicated on the Land Use Policy Map are described here in terms of general land uses and maximum densities/intensities permitted. Table LU-2 indicates the corresponding zone district that applies to each land use designation. The zone districts specify the permitted uses for each category as well as the applicable development standards.

The density/intensity maximums outlined in Table LU-2 serve as development caps. Actual development intensities are expected to be lower than the caps. In estimating future build-out of the City and development impacts on the circulation system, average densities were assumed throughout the Planning Area. These assumptions are outlined in Table LU-3. The City anticipates most development will occur at or below the average, although on any single property, development up to the cap is allowed. However, any development proposed in excess of the average intensity indicated in Table LU-3 may be required to perform special studies to show the development’s ability to mitigate adverse impacts on adjacent properties and the circulation system City-wide.

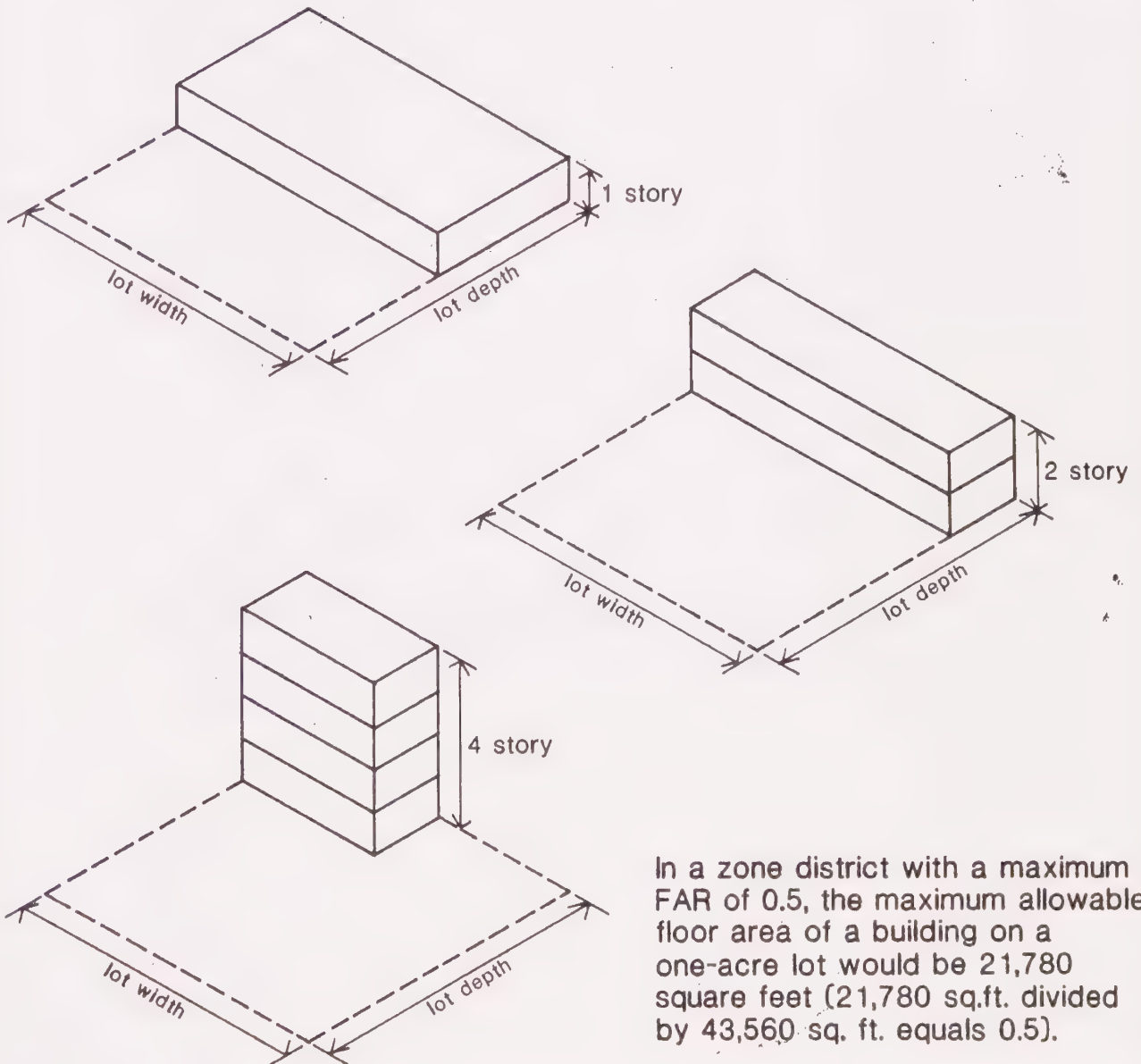
**Estate Density Residential:** This land use category is characterized by large lot, single-family residential development in a rural or semi-rural setting. Private, non-commercial equestrian and agricultural uses may be allowed if they are associated with the residential uses. The allowable density for development in this category ranges from 1 to 2 units per net acre. Population density ranges from 3 to 7 persons per acre.

**Low Density Residential:** The Low Density Residential designation applies to conventional single-residential residential development. Such development is characterized by individual single-family homes constructed in subdivisions with lot sizes ranging from 4,500 to 12,000 square feet, or by custom units built on slightly larger lots. Development densities in this category range from 2 to 6 units per net acre. Corresponding population densities range from 6 to 17 persons per acre.

**Low Medium Density Residential:** The Low Medium Density category covers a variety of development types, including small lot or zero lot line single-family subdivisions, duplexes and mobilehome parks, as well as lower intensity apartment and condominium complexes. Such developments are built at densities ranging from 6 to 15 units per net acre with corresponding population densities ranging from 17 to 42 persons per acre.

$$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Parcel Area}}$$

Possible Building Configurations for 0.5 FAR:



In a zone district with a maximum FAR of 0.5, the maximum allowable floor area of a building on a one-acre lot would be 21,780 square feet (21,780 sq.ft. divided by 43,560 sq. ft. equals 0.5).

**TABLE LU-2  
LAND USE DESIGNATIONS**

<b>Designation</b>	<b>Density/Intensity<sup>1</sup></b>	<b>Corresponding Zone District(s)</b>
<b>Residential</b>		
Estate Density	1-2 du/acre	R1-20, R1-40
Low Density	2-6 du/acre	R1-6, R1-7 R1-8 R1-10, R1-12, R1-15
Low Medium Density	6-15 du/acre	RD-6, RD-7, RD-8, R-3
Medium Density	15-24 du/acre	R-3, R-4
<b>Commercial</b>		
Old Towne	FAR: 0.5-1.0	OP, CP, C1, C2
Office/Professional	FAR: 0.5	OP
General Commercial	FAR: 0.5	C1, C2, C3, CP
<b>Industrial</b>	FAR: 0.4	M1, M2
<b>Public Facilities</b>	FAR: 2.0	PI
<b>Open Space</b>		
Parks	N/A	RO
Open Space	N/A	RO, SH, FP
Ridgelines	N/A	RO, SH
<b>Resource Areas</b>	N/A	SG, A1

<sup>1</sup> These are maximum permitted base densities/intensities. Higher intensities are permitted within applicable FAR overlay districts.

N/A = Not Applicable

**TABLE LU-3  
DISTRIBUTION OF LAND USE**

Land Use Category and Maximum Permitted Density, Intensity	Typical Density, Intensity, Factor	Area (acres)	Total Units, Thousand Square Feet
<b>Residential</b>			
Estate (0-2 du/ac)	du/ac	1,108	1,662
Low (2-6 du/ac)	1.50	6,861	27,562
Medium Low (6-15 du/ac)	4.00	1,264	9,510
Medium (15-24 du/ac)	8.00	737	10,732
	14.00		
Total Residential		9,970	49,466
<b>Commercial</b>	<u>FAR</u>		
Old Towne, 0.5-1.0 FAR			
Retail (50%)	0.20	53	463
Office (50%)	0.30	53	695
General to 0.5 FAR	0.15	862	5,609
General to 2.5 FAR			
Retail (50%)	0.25	57	402
Office (50%)	1.00	57	4,0002
General to 3.0 FAR			
Retail (50%)	0.2	169	1,836
Office (50%)	1.50	169	9,586
Office Professional, to 0.5 FAR	0.355	60	884
Total Commercial		1,537	
<b>Industrial</b>	<u>FAR</u>		
Industrial to 0.4 FAR	0.30	1,089	14,223
Industrial (95%)	0.40	57	998
Office (5%)			
Industrial to 0.6 FAR			
Industrial (40%)	0.35	43	655
Office (50%)	0.50	54	1,165
Retail (10%)	0.25	11	117
Industrial to 1.5 FAR			
Industrial (30%)	0.30	85	1,299
Office (60%)	0.90	170	6,680
Retail (10%)	0.25	28	309
Total Industrial		1,537	
	<u>FAR</u>		
Public Facilities	0.15	976	16,177
<b>Open Space</b>			
Parks	0.00	1,878	
Ridgeline	0.00	83	
Other Open Space	0.00	706	
Total Open Space		2,668	
Resource Areas		208	
Transportation		403	
<b>TOTAL</b>		17,240	

Abbreviations: du = dwelling unit; ac = acre; FAR = Floor Area Ratio

- 1) This table indicates a development cap for types of land uses. The caps are tied to the ability of the proposed circulation system to handle increased building intensities.
- 2) Numbers may not add due to rounding.

**Medium Density Residential:** The Medium Density Residential designation allows for the construction of apartment and condominium/townhouse units in areas of the City with ready access to major circulation routes, business districts and public open space areas. Typical developments may consist of two-or three-story buildings which house multiple dwelling units and which provide some form of open space. Residential densities range from 15 to 24 units per net acre with corresponding population densities of between 42 to 67 persons per acre.

**Old Towne – Mixed Use:** The Old Towne-Mixed Use district contains many unique buildings and an overall style and intensity of use which required special treatment and consideration in the land use decision-making process. This designation applies to Chapman Avenue and Glassell Street within the Old Towne boundaries, as well as to most of the eight block Downtown Core identified in the Old Towne Orange Design Guidelines. Although commercial uses shall be the primary uses along these corridors, residential development is also allowed either in conjunction with a commercial business or as a separate, free-standing land use. Residential densities range from 6 to 24 units per acre, depending on the underlying zoning.

Development proposed within the Old Towne – Mixed Use designation generally shall have a maximum floor area ratio (FAR) of 0.5. If off-site parking is provided, the maximum FAR shall be 1.0. Building design and construction must conform to the standards outlined in the “Old Towne Design Guidelines” and any other adopted design and land use guidelines and/or regulations.

**Office/Professional:** The Office/Professional designation is designed to encourage low-rise office and professional office park development in appropriate areas throughout the city. The principal use in the district shall be professional office; however, support retail and service commercial uses are permitted as necessary to serve adjacent professional office needs. The maximum allowable development intensity in this category is 0.5 FAR.

**General Commercial:** The General Commercial designation allows for a wide range of retail and service commercial uses and professional office developments. Regional shopping centers, high-rise office projects, corridor commercial districts and neighborhood corner stores are all permitted uses in General Commercial areas. Building intensities shall not exceed an FAR of 0.5 except in areas where higher FAR overlays apply, as indicated on the Land Use Policy Map.

**Industrial:** The primary uses permitted within the Industrial designation generally involve the manufacture, processing and distribution of goods. However, wholesale activities associated with the industrial operations, as well as small-scale, support retail, service commercial and offices may be established in areas with ready access to major circulation routes. A maximum FAR of 0.4 shall apply to all industrial designations not included within FAR overlay districts.

In recognition of the fact that over time, market forces may create a demand for more office space, this category also permits higher intensity professional office uses within the industrial FAR overlay districts. The overlay districts facilitate the development of higher intensity uses in areas where infrastructure can support such uses. The permitted intensity of use within these areas is indicated by the FAR overlays on the Land Use Policy Map.

**Public Facilities:** The Public Facilities designation covers several types of public, quasi-public and institutional land uses, including schools, City and County facilities, hospitals and major

utility easements and properties. Allowable building intensities within this category vary greatly, depending on the type of facility or institution. Minor uses such as schools should not exceed an intensity of 0.5 FAR, and major institutional uses (hospitals, colleges) will have a maximum FAR of 2.0.

**Open Space – Park:** This designation applies to those public lands used for passive and active recreation. This category includes all park lands owned and maintained by the City of Orange. In addition, parks operated by the County are also placed in this category.

**Open Space:** A substantial portion of the east portion of the planning area is to remain in open space. Much of this area includes steep hillsides or environmentally sensitive areas that should not be developed. While these areas may be designated as permanent open space, they will not be developed as public parks. Lands in this category include privately held open space land as well as public lands.

**Open Space – Ridgelines:** The City has established policies designed to preserve visually significant ridgelines. These ridges are identified on the Land Use Policy Map to call attention to the importance of such preservation. No development or grading is permitted in areas so designated.

**Resource Areas:** The Resource Area designation is intended to allow for the continued use of stream and river channels for aggregate mining and to allow for agriculture uses. Additional permitted uses include passive and active recreational uses. The City recognizes that mining and agriculture activity will not continue indefinitely within the Resource Areas. Therefore, this designation serves as a holding zone.

Once mining or agricultural operations cease, a General Plan amendment will be required to allow to any use other than a recreational use. Future uses must be compatible with established and planned land uses surrounding Resource Areas.

## **Overlay Designations**

In specific areas of the City, land use policies are hereby expanded to encourage more intensive development than is permitted in other areas with the same land use designation. The overlay designations facilitate this intensification of development. The overlay districts indicated on the Land Use Policy Map permit a greater floor area ratio (FAR) than that permitted in the base designation. In this way, more intensive projects are restricted to those areas where such development is appropriate, and where infrastructure can support intense land use. General boundaries of the FAR overlay districts are shown in Figure LU-3.

The Land Use Policy Map exhibits seven overlay districts which apply to commercial and industrial areas of the City. Table LU-4 describes each area, indicates the maximum allowable development intensity in terms of floor area ratio, and also outlines the reason for encouraging intensification of use in these areas.

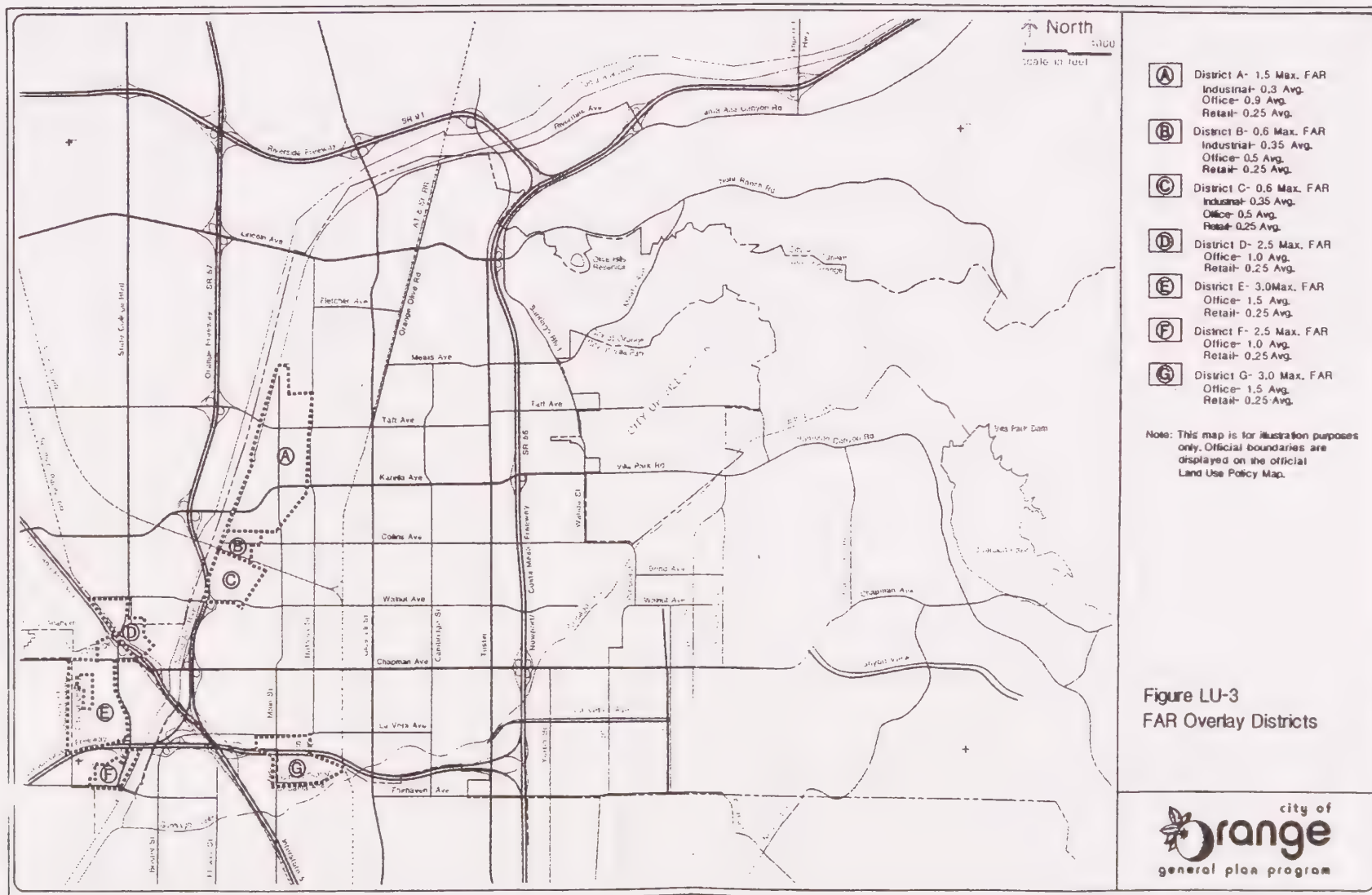
## Implications of Land Use Policy

The Land Use Policy Map and land use designations together indicate in general terms the distribution and intensity of land use desired. However, in any given land use category, the type of development which will result will not be uniform throughout the City. For example, properties designated General Commercial may support a variety of uses, from small neighborhood centers to high-rise office parks with support retail/service commercial functions. This portion of the Land Use Element serves to clarify land use policy by describing where particular types and intensities of use should be concentrated.

Six major types of land use are discussed here as follows: residential uses, commercial uses, industrial uses, major public facilities, open space uses and resource areas. To simplify the discussion of land use policy, each category is divided into distinct planning areas which may have very specific policies for future development.

**Table LU-4  
Overlay Districts**

District Designation	Area	Max. Gen. Plan FAR Designation	Purpose of Overlay
District A	Katella/Taft and Main Street Area	1.5 Industrial	To provide for the development of higher intensity office, professional along Katella and Taft
District B	Eckhoff and Collins Area	0.6 Industrial	To provide for office/professional development
District C	Eckhoff and Orangewood Area	0.6 Industrial – 3 story height limit	To provide for lower scale office/professional and industrial development
District D	Orangewood/State College	2.5 General Commercial	To permit development of higher intensity office/professional and commercial uses
District E	City Shopping Center	3.0 General Commercial	To permit high intensity office and support retail development
District F	Garden Grove Boulevard	2.5 General Commercial	Promote office/professional development
District G	Town & Country	3.0 General Commercial	Promote development of office and support retail uses.



## **Residential Development**

Implementation of the land use policy contained in this element will permit additional residential development, although this growth will be managed in a manner that is consistent with Citywide goals and objectives.

Almost 50 percent of the City is designated for residential land use. The total number of units that could be constructed if development proceeded exactly as outlined on the General Plan Land Use Policy Map would approach an estimated 80,030 housing units. This represents a doubling of the total units existing in the City in 1988.

Total buildout rarely occurs due to a variety of factors. First, total buildout assumes that development will proceed exactly as outlined in the Land Use Element and the Land Use Policy map. Second, the buildout model assumes that at some point in the planning period, development will be complete. Finally, the buildout model assumes that all development will be at the maximum densities permitted under the land use policy, which will not be the case in many instances, particularly where development already exists.

The potential development capacity of a community may be better estimated by determining its “effective development capacity” which assumes that under the most realistic circumstances, a community will be developed to about 60 to 80 percent of its buildout capacity. The entire Planning Area, if developed in accordance with the density assumptions outlined in Table LU-4, would have an estimated 49,466 total housing units.

## **Commercial and Professional Development**

Land use policy provides for three general categories of commercial land use – Old Towne Commercial, Office Professional and General Commercial. In addition, the Land Use Policy Map provides for FAR overlays to permit higher densities in specified General Commercial areas. Commercial uses are to be concentrated along two major circulation corridors (Tustin Street and Chapman Avenue), three minor corridors (Katella Avenue, Main Street and Lincoln Avenue), two regional centers (The City Center and Mall of Orange) and as otherwise indicated on the Land Use Policy Map. The corridors and center are the focus of regional and sub-regional retail and service commercial uses. Although properties south of the Garden Grove Freeway along Town and Country Drive are also designated General Commercial on the Policy Map, professional office uses predominate in this area, with commercial uses serving only support functions.

**Tustin Street:** Of all the commercial areas in the City, Tustin Street is the most diverse, supporting a range of uses at widely varying scales of development. Policy calls for the existing pattern of use to continue at densities not to exceed 0.5 FAR. Lower intensity development is encouraged adjacent to residential uses, with multi-story buildings required to be set back from or step down to the residential development, or to provide some other form of compatible treatment.

Retail and service commercial uses will continue to be of the variety which serve City residents and residents from adjacent communities. Such uses may be contained in regional centers (i.e.,

the Mall of Orange) or smaller “mini-mall” developments, or the development may consist of single uses in single structures. Office development is to remain small-scale.

Although this form of strip development allows for a diversity of use, associated problems include: 1) interruption of traffic flow as vehicles exit from and enter onto Tustin Street at a multitude of access points; and 2) clutter from signs, a mix of architectural styles and inconsistent landscaping treatment along the street. The Tustin Street Redevelopment Plan, which encompasses all commercial properties along the boulevard, is to be used to remedy these problems. Redevelopment efforts are to focus on:

- Encouraging centralization of parking facilities and driveways to the greatest extent possible;
- Developing and implementing a signage plan for Tustin Street;
- Improving major intersections to facilitate smooth traffic flow;
- Developing and implementing a boulevard landscaping plan; and
- Retaining existing and attracting new businesses which meet the needs of the community and which provide maximum tax benefits to the City.

**Chapman Avenue:** The Chapman Avenue commercial corridor is divided into two distinct sections. The western section extends from the Orange Freeway east to Batavia Street, and the eastern section reaches from the Costa Mesa Freeway to Crawford Canyon Road, as indicated on Figure LU-4. Land use intensity along both sections of the corridor shall not exceed 0.5 FAR.

Given the western section’s close proximity to two major freeways and the Main-La Veta employment center, traveler and commuter-oriented commercial uses (e.g., service stations, restaurants, convenience stores) are appropriately concentrated here. However, a full range of commercial uses, including professional offices is permitted.

The eastern section shall support uses which readily serve the surrounding residential neighborhoods. Any commercial use which abuts lower intensity residential development shall provide buffer zones to minimize potential land use conflicts.

**Katella Avenue:** Katella Avenue from Glassell Street to Tustin Street provides a suitable location for low intensity professional office and neighborhood commercial uses. A maximum FAR of 0.5 and a maximum building height of two stories is established.

**Main Street:** The Main Street commercial corridor runs from Chapman Avenue south to La Veta Avenue and actually may be considered an extension of the Chapman Avenue commercial area. As such, Main Street should support additional office uses as well as commercial uses which serve the business population. Within the Main Street corridor boundaries indicated on Figure LU-3, the maximum FAR shall be 0.5.



**Lincoln Avenue:** Lincoln Avenue lies somewhat removed from the business centers of the City and is surrounded by residential uses. Therefore, commercial uses along this corridor should consist primarily of neighborhood commercial businesses. Development is to be of very low commercial businesses. Development is to be of very low intensity. Although the General Commercial category allows for a maximum intensity of 0.5 FAR, new development along Lincoln Avenue generally should not have an FAR in excess of 0.35.

**“The City” Area:** “The City” Area covers all General Commercial areas west of the Santa Ana River (Figure LU-4). This area should be the focal point for new mid-rise and high-rise office development. However, such development should be balanced with retail uses needed to serve the daytime business community and surrounding residential uses.

Retail/service uses should be concentrated in the area center, on properties fronting on The City Boulevard East and West. Building intensities should not exceed an FAR of 0.5 for such commercial uses.

Mid-rise and high-rise office developments should be located around the commercial uses, as well as south of the Garden Grove Freeway and north of the Santa Ana Freeway. The Land Use Policy map indicates a maximum intensity range of 2.5 to 3.0 FAR for properties bounded generally by Lewis Street, the Santa Ana Freeway, The City Drive South and the Garden Grove Freeway. Higher intensity uses (up to 3.0 FAR) should be focused toward the center of this area. Typical development may consist of 10 to 20 story buildings with structured parking. Parking structures may also serve the commercial uses adjacent to office development. Surrounding the high-rise buildings and commercial development, building intensities should not exceed 2.0 FAR.

Mid-rise office buildings (1.0 to 2.5 FAR) are appropriate south of the Garden Grove Freeway and north of the Santa Ana Freeway. Because the freeways serve as a major physical barrier to the commercial uses at The City Center, small-scale support retail and service uses may be developed in conjunction with the office parks.

**Town and Country:** The Town and Country area includes approximately 90 acres of land located north and south of the Garden Grove Freeway between Main Street and the Santa Fe Railroad line (Figure LU-4). Ready freeway access excellent freeway visibility and the area’s location relative to the regional commercial center west of Main Street in the City of Santa Ana make this area appropriate for intense office development rather than regional commercial uses.

Development intensity maximums or caps should range from 2.5 to 3.0 FAR with typical development consisting of mid- and high-rise buildings in office park settings. Support retail and service commercial uses may be provided as needed.

**Industrial Development:** In 1988, the City adopted the Northwest Area Redevelopment Plan to encompass the industrial district located just east of the Santa Ana River channel. Up until the late 1970s and early 1980s, this area supported a wide range of industrial uses, from trucking terminals and concrete batch plant operations to the manufacture of engine parts and high technology electronics. In particular, the district provided a suitable location for a multitude of small-scale, independent manufacturing businesses.

In the early 1980s, market conditions encouraged increased development of retail commercial uses and professional office buildings along high visibility transportation corridors. The City recognizes that this demand will increase as the tri-city area of Orange-Anaheim-Santa Ana continues to develop as the major business center for central Orange County. Land use policy anticipates this trend by permitting and even encouraging intense office uses within appropriate areas of the City's industrial district. By adopting a redevelopment plan for the area, the City may ensure that development proceeds in step with necessary infrastructure improvements and in a manner which provides the greatest economic benefit to City residents and the business community.

Although the primary use within the industrial district will continue to be the manufacture and processing of goods, mid-rise office development will be permitted in areas which are afforded ready freeway access and high visibility and which minimally impact residential neighborhoods. The Land Use Policy Map identifies these areas as FAR overlay districts within the industrial area. Future mid-rise office development (within the Industrial designation) should be focused in these areas only.

The major district may be described as the Taft-Katella corridor bounded generally by the Santa Ana River, Grove Avenue, Batavia Street and the Collins flood control channel. Within this district, building intensities may range from 0.5 to 1.5 FAR, with the higher intensity uses located on Taft and Katella Avenues near the Santa Ana River. Prior to the intensification of use, adequate circulation must be provided along Taft and Katella Avenues, particularly at major intersections to allow for smooth traffic flow to and from the freeway and through the City.

The second overlay district north and south of Collins Avenue allows for FARs of up to 0.6. The area may also support minor retail and service commercial uses in conjunction with the office development. As indicated in the Circulation Element, Eckhoff Street south of Orangewood Avenue may need to have access restrictions to keep office/commercial traffic from using the street as a through route to Chapman Avenue.

A third industrial district is established between Orangewood Avenue and the AT & SF Railroad tracks. Intensities in this area shall not exceed 0.6 FAR, and a three story height limit is established to protect surrounding residential neighborhoods.

## **Open Space**

Open space policy is designed to preserve undeveloped properties for several purposes, including: 1) the provision of active and passive recreation areas; 2) the provision of ridgelines and scenic vistas; and 3) the preservation of environmentally sensitive resource areas.

All lands designated OS-P on the Land Use Policy Map are existing or planned City and/or County parks. These facilities are to be developed in accord with park plans spelled out in the Open Space and Conservation Element. Lands with the OS-R designated area ridgelines which shall neither be developed nor altered in any way, except as specified in the City's hillside grading guidelines.

# **CIRCULATION ELEMENT**

City of Orange

General Plan

August, 1989

Prepared for the City by:

Cotton/Beland/Associates, Inc.  
Pasadena, California

## TABLE OF CONTENTS

Introduction to the Circulation Element	<u>Page</u>
Purpose of the Element	C-4
Related Plans and Programs	C-4
Scope and Format of Element	C-5
 Circulation Element Goals and Policies	
Safe, Convenient and Efficient Transportation System	C-6
Adequate Parking Facilities	C-8
Encourage Use of Alternate Transportation	C-8
Pleasant Streetscape	C-9
Infrastructure Needs	C-9
Related Goals and Policies	C-10
 Issues Identification	
Circulation System Deficiencies	C-11
Future Conditions	C-11
Level of Service Objectives	C-11
 Circulation Plan	
Roadway Classification System	C-14
Critical Intersection Program	C-18
Master Plan of Streets and Highways	C-19
Special Study Areas	C-25
Sphere of Influence Needs	C-27
Bikeway Master Plan	C-27
Alternative Modes of Transport	C-30
 Infrastructure Plan	
Water System	C-33
Sewer System	C-33
Storm Drains	C-34

## LIST OF FIGURES

	<u>Page</u>
Figure C-1: Level of Service	C-13
Figure C-2A: Roadway Classification Standards	C-15
Figure C-2B: Roadway Classification Standards	C-16
Figure C-3A: Typical Cross Sections for Critical Intersections	C-20
Figure C-3B: Typical Cross Sections for Critical Intersections	C-21
Figure C-4: Master Plan of Streets and Highways	C-22
Figure C-5: Sphere of Influence Backbone Street and Highway Network	C-28
Figure C-6: Master Plan of Bikeways	C-29
Figure C-7: Bikeway Standards	C-31

## LIST OF TABLES

Table C-1: Circulation Element Policy Matrix	C-10
Table C-2: Comparison of City and County Classification Systems	C-18

## **INTRODUCTION TO THE CIRCULATION ELEMENT**

Southern Californians rely heavily on the private automobile as a means of getting to work, to the grocery store, or to the beach, mountains, desert and other popular recreation spots. Anyone with a set of car keys is not unfamiliar with the popularity of the car and the traffic conditions created by the hundreds of thousands of automobiles traveling along the roads and freeways every day.

Throughout Orange County, the regional freeway and local road systems have not always readily responded to the needs of the mobile public and in particular, to the infrastructure and traffic control demands of a rapidly growing population.

### **Purpose of Element**

The purpose of the Circulation Element is to provide for a safe, convenient and efficient circulation system for the City. In order to meet this objective, the Circulation Element identifies areas where the system is expected to operate near capacity due to future development and then defines a system capable of responding to growth occurring consistent with land use policy. This element describes physical improvements needed to attain circulation objectives and also introduces other techniques (e.g. restricted street parking, transportation systems management plans) which can be used to improve traffic flow.

The element is also intended to serve as a master plan for other infrastructure improvements such as a sewer lines. As the State's general plan guidelines point out, the circulation element is actually an infrastructure plan which "concerns itself with the circulation of people, goods, energy, water, sewage, storm drainage and communications."

### **Related Plans and Programs**

Circulation issues, like the freeways which pass through Orange, extend far beyond the Orange city limits. Consequently, several County and State agencies have developed circulation plans and programs which influence transportation planning in the City.

#### **State Programs**

The California State Department of Transportation (Caltrans) is constantly updating freeway expansion and improvement plans. Four freeways pass through Orange, and any plans proposed by Caltrans to widen freeways, improve freeway access, or otherwise modify the freeway system will affect circulation and land use in the City. The City Department of Public Works will continue to work closely with Caltrans on freeway projects impacting Orange.

#### **County Programs**

**Master Plan of Arterial Highways:** The County Transportation Planning Division of the Environmental Management Agency has established a Master Plan of Arterial Highways (MPAH). The MPAH designates specific roadways as regional transportation routes. These routes are designed to carry high volumes of intra-city traffic. The City's master circulation plan must be consistent with the County's plan in order for the City to qualify for participation in

funding programs such as the Arterial Highway Funding Program and the Orange County United Transportation Trust.

**Master Plan of Bikeways:** The County also has adopted a Master Plan of Countrywide Bikeways. The plan shows locations for both off-road and on-road bike paths.

**Growth Management:** Adopted in 1988, the Growth Management Plan Element of the County's General Plan represents a major County-wide traffic control plan. The element sets forth growth management policies based on traffic service level objectives (as well as flood control and emergency response requirements). Although the plan applies only to unincorporated areas of the County, the plan will affect phasing and timing of County arterial highway improvements for roadways passing near Orange.

**Eastern Transportation Corridor:** In response to the need for new major transportation corridors within eastern and southeastern Orange County, eleven affected cities and the County have formed a joint power agency charged with the responsibility of studying and planning these routes. One of the roadways, the Eastern Transportation Corridor, is to traverse the hills and canyons east of Irvine Park, connecting interstate 5 to State Route 91. Land use planning must take into account the alignment of and assess to this corridor.

**Bus Service:** The Orange County Transit District provides bus service throughout the City and Orange County. Although bus route and transit stop planning generally responds to identified transit needs, the City can work with the District to include public transportation considerations in land use planning decisions.

### **South Coast Air Quality Management District**

The South Coast Air Quality Management District (SCAQMD), the agency responsible for monitoring air quality in the south coast region, has adopted Regulation XV as part of its "Rules and Regulations." Intended to reduce pollutant emissions from vehicles commuting between home and the workplace, Regulation XV also serves to reduce vehicle trips and thereby may be considered a circulation issue. Regulation XV requires employers of 100 or more persons to prepare and implement trip reduction plans. Fines for non-compliance may be levied against employers.

### **City Programs**

To collect funds for necessary circulation system capital improvements, the City Public Works Department has established a Transportation System Improvement Program (TSIP). The program sets up a fee structure for new development and redevelopment which requires developers to pay their "fair share" of City-wide roadway improvements.

### **Scope and Format of Element**

This element is comprised of four subsequent sections. The first section which follows contains the City's goal and policy statements for improving traffic circulation in and around Orange. The next section identifies circulation issues and problems, and sets the framework and rationale for providing the improvements presented in the following section, the "Circulation Plan." This

plan identifies standards for existing and future intersections and roadways, indicates where road and intersection upgrades are necessary, and defines the City's service level objectives to be achieved by the circulation system. Also included in the Circulation Plan is a discussion of alternate modes of transportation. Finally, the last section addresses other infrastructure needs and concerns (e.g. sewer lines).

## **CIRCULATION ELEMENT GOALS AND POLICIES**

The goals and policies presented below emphasize the importance of establishing a circulation system which can support existing and future development throughout all areas of the City. The implementation measures identify specific programs and infrastructure improvements designed to achieve service level objectives.

### **Safe, Convenient and Efficient Transportation System**

The City's original street system was established as a grid pattern long before a master plan of streets and highways was adopted. The Old Towne area contains a classic grid system configuration. In new parts of the City, however, natural and man-made barriers such as rivers, hilly terrain, freeways and the presence of the City of Villa Park have given rise to a system without a definitive pattern. Road are discontinuous and consequently do not provide through circulation. The following goals and policies call for street extensions and widenings to improve traffic flow, and to provide for other system enhancement techniques on a City-wide basis.

**GOAL 1.0: Provide a comprehensive circulation system that serves the needs of the existing community and that will meet projected traffic demands.**

POLICY 1.1: Improve overall circulation in the City by focusing on measures designed to improve movement through key intersections.

Implementation 1.1.1: Enhance major intersections along arterials with right and left turn-out lanes, thus allowing through-traffic to experience uninterrupted flow through the intersection.

Implementation 1.2.1: Establish a Technical Advisory Committee (TAC) to include city staff and residents from both the cities of Orange and Anaheim for the purpose of studying circulation problems in northwest Orange.

POLICY 1.2: Coordinate with adjacent cities to plan and develop major east/west and north/south arterials to connect the City with the cities of Anaheim, Tustin, Santa Ana and Irvine, as well as developing areas within the Orange sphere of influence.

POLICY 1.3: Lessen the impact of through traffic on residential streets.

Implementation 1.3.1: Enhance roads parallel to local residential streets.

Implementation 1.3.2: Discourage through traffic in residential neighborhoods with appropriate traffic control strategies.

POLICY 1.4: Work with Caltrans to ensure that area freeways provide ready access to and circulation through the City.

Implementation 1.4.1: Evaluate and develop freeway access to allow for better transition to the Santa Ana Freeway, Orange Freeway, Garden Grove Freeway and Costa Mesa Freeway.

Implementation 1.4.2: Phase development in coordination with freeway accesses, enhanced intersections and synchronized signal up-grades.

POLICY 1.5: Cooperate with and support local and regional agencies' efforts to develop regional arterials adequate to handle increasing traffic congestion.

POLICY 1.6: Continue to seek funds from available transportation financing and other programs to assist in financing new roadways.

Implementation 1.6.1: Develop a program to use redevelopment tax increment funds to finance roadway improvements.

POLICY 1.7: Require developers to pay for the portions of circulation improvements which are necessary to accommodate traffic generated by the new projects.

Implementation 1.7.1: Continue to use programs which require developer contributions for needed roadway improvements.

Implementation 1.7.2: Make use of development agreements, assessment districts and other measures to ensure that all new developments are adequately served by roadways constructed to City standards.

**GOAL 2.0: Work toward the attainment of roadway service level objectives as defined by the General Plan.**

**GOAL 3.0: Coordinate circulation improvements with land use planning to minimize adverse impacts of the circulation system on land use.**

POLICY 3.1: Coordinate land use planning with future development of freeway or transportation corridors.

Implementation 3.1.1: Continue working with other government agencies and private organizations to determine the best alignment of the Eastern Transportation Corridor.

Implementation 3.1.2: Identify and prioritize interchanges in future freeway development along the Eastern Transportation Corridor.

POLICY 3.2: Ensure that the circulation system can accommodate proposed new development.

Implementation 3.2.1: Establish a land use monitoring system and growth management plan based on traffic zones. Set intensity limits for development within each traffic zone based on the ability of the planned circulation system to accommodate future traffic.

## **Adequate Parking Facilities**

Traffic flow along heavily traveled roadways can move more smoothly if obstructions to flow can be eliminated. Parked cars and movement in and out of those cars impede traffic flow. Ensuring provision of adequate on-site parking may reduce on-street parking and its associated problems.

**GOAL 4.0: Consider the parking needs of the community in all land use planning efforts.**

POLICY 4.1: Plan for on-site parking in all new developments.

Implementation 4.1.1: Review zoning ordinance parking requirements, and revise as necessary to conform to actual parking demand.

Implementation 4.1.2: Enforce on-site parking requirements.

POLICY 4.2: Eliminate on-street parking where feasible to improve traffic flow.

Implementation 4.2.1: Provide for off-street public parking areas in the Old Towne eight block Downtown Core.

Implementation 4.2.2: Encourage adjacent businesses to consolidate parking facilities and access points.

Implementation 4.2.3: Investigate the feasibility of developing vacant or underutilized properties near the Old Towne Plaza with public parking facilities.

## **Encourage Use of Alternate Transportation**

Encouraging the use of alternative means of transportation achieves two goals – reducing the number of private vehicles on City streets and reducing the level of mobile source air pollutant emissions.

**GOAL 5.0: Encourage alternate transportation methods, including buses and carpools, whenever possible.**

POLICY 5.1: Work with the Orange County Transit District and other transit agencies to assess City public transportation needs and to assure delivery of public transportation when and where it is needed.

POLICY 5.2: Make public transportation more accessible and easier to use.

Implementation 5.2.1: Develop funding sources to provide bus bays where the City and OCTD identify such need.

Implementation 5.2.2: Develop attractive, centrally located public transit stops at major commercial and employment areas.

Implementation 5.2.3: Encourage the development of alternative local transportation such as jitneys and independent cabs between major commercial and employment areas.

Implementation 5.2.4: Examine ways to improve existing airport shuttle service for local business travelers.

POLICY 5.3: Promote the greater use of bicycles, and encourage the use of bike racks and safe storage facilities at major parking areas.

Implementation 5.3.1: Establish a separate and segregated City-wide system of bikeways corresponding with that identified in the Master Plan of Bikeways included in the Circulation Element and the trail system shown in the Open Space and Conservation Management Element.

Implementation 5.3.2: Require that a percentage of required parking spaces in new developments be set aside for bicycles.

POLICY 5.4: Recognize that the presence of bicycles on arterial roadways creates traffic hazards which can be avoided by establishing and encouraging the use of alternate bicycle routes.

POLICY 5.5: Encourage the use of carpools and vanpools for work trips.

Implementation 5.5.1: Support Regulation XV of the South Coast Air Quality Management District by establishing a requirement for Transportation System Management Plans.

### **Pleasant Streetscape**

Major streets serve as gateways into the City. A coordinated street landscaping and improvements plan can result in streetscapes which make positive statements about the City, thereby enhancing business districts and creating pleasant-looking residential neighborhoods. However, street aesthetic improvements should not compromise the primary purpose of street upgrading – to provide sufficient right-of-way to allow for the smooth flow of traffic.

### **GOAL 6.0: Design and maintain city streets so that they are aesthetically pleasing.**

POLICY 6.1: Develop a streetscape plan which establishes policies and guidance for future development of specific arterial streets in the City.

POLICY 6.2: Develop a parking/median treatment/landscaping programs for City streets.

### **Infrastructure Needs**

New development and redevelopment will place new demands on the City's infrastructure (water lines, sewer lines, storm drains). In order to accommodate future demands, the City must be able to anticipate infrastructure needs based on land use policy and establish methods to finance needed improvements.

**GOAL 7.0: Ensure that the City’s infrastructure is adequate to meet the needs of existing and future residents.**

POLICY 7.1: Identify the useful life of key infrastructure (e.g. storm drains, streets, utilities) and establish appropriate rehabilitation programs.

POLICY 7.2: Monitor development fees to assure they are fair and justified.

### **Related Goals and Policies**

A number of goals and policies included in the other General Plan Element will also support the goals and policies in the Circulation Element. Table C-1 on the following page identifies those goals that correspond to major circulation goals.

**TABLE C-1  
CIRCULATION ELEMENT POLICY MATRIX**

<b>Issue Area</b>	<b>Land Use</b>	<b>Housing</b>	<b>Open Space &amp; Conservation</b>	<b>Safety</b>	<b>Noise</b>
Safe, Convenient, Efficient Transportation System	8.0, 9.0	2.0		4.0, 7.0	1.0
Adequate Parking	2.0, 7.0		6.0		
Alternate Transportation	12.0		5.0		
Pleasant Streetscape	2.0, 6.0	2.0	2.0		
Infrastructure Needs	4.0, 8.0	2.0	1.0	2.0	

This table illustrates the internal consistency of the General Plan by indicating which goals and related policies in the other five elements reemphasize goals contained in the Circulation Element.

### **ISSUES IDENTIFICATION**

The City’s primary circulation goal is to provide a circulation system that has adequate capacity to meet the demands of future development. Future development is defined to be that development occurring consistent with adopted land use policy.

Table LU-3 in the Land Use Element outlines the total development anticipated to exist within the planning area at build-out. As described in the Land Use Element, “build-out” assumes that

not all properties will be developed to their maximum potential but that an average density or intensity of development will occur City-wide. This level of development will result in an estimated 60 percent increase in traffic volumes over measured 1987 volumes. Without improvements to the circulation system, traffic conditions in Orange will deteriorate significantly.

### **Circulation System Deficiencies**

A traffic study performed in Orange in 1988 found that several segments of the circulation system operate at unacceptable service levels. Inadequate right-of-way, poorly configured intersections, and a lack of continuous north-south and east-west arterial highways contribute to peak hour congestion near employment centers. A number of streets can be described as operating at or near roadway design capacity, such as East Chapman Avenue near Yorba Street, segments of Tustin Street, Santiago Boulevard, Katella Avenue, and City Drive within The City shopping center.

Congestion along Chapman Avenue east of the Costa Mesa Freeway may be attributed to the lack of another major through east-west route accessing the Costa Mesa Freeway and employment centers in west Orange.

In addition, peak hour capacity bottlenecks occur where business populations are concentrated, such as on streets around the Town and Country area, and at freeway access points on Chapman Avenue, Katella Avenue, Lincoln Avenue and La Veta Avenue.

### **Future Conditions**

As indicated above, implementation of General Plan land use policy will result in an approximate 60 percent increase in traffic volumes above 1988 levels. A traffic model has been developed and is used by the City Public Works Department to determine what improvements to the circulation system are needed to achieve the City's service level objectives articulated below.

The traffic model, known as the Orange Traffic Model, or OTM, enables land use and circulation alternatives to be examined in conjunction with one another to determine where future system deficiencies will occur. To develop a circulation plan which will solve existing system deficiencies, which will accommodate growth consistent with land use policy, and furthermore, will preserve service level objectives, consultants to the Public Works Department tested many new system components such as road widenings and roadway extensions. The analysis resulted in the development of the Circulation Plan and Master Plan of Streets and Highways described in the following section, "Circulation Plan."

### **Service Level Objectives**

The Master Plan of Streets and Highways has been developed in recognition of the need to relieve existing congestion and to provide a circulation system that can accommodate future anticipated growth. The plan also takes into account the fact that growth anticipated to occur east of the planning area will use the street system in Orange. The goal of the system is to ensure that all streets operate at an acceptable level of service. The City defines an "acceptable level of service" in traffic engineering terms as Level of Service "D" or better.

A roadway's ability to handle traffic loads is generally described by the Level of Service, abbreviated as LOS. The LOS is a description of the ratio of a road or intersection's design capacity to existing or projected traffic volumes (a volume to capacity ratio, or  $V/C$ ). For example, a roadway which carries 24,000 vehicles per day and which has a design capacity of 38,000 vehicles per day has a volume to capacity ratio of 0.63. This ratio translates to a service level descriptor, as outlines in Figure C-1. The hypothetical roadway described above operates at LOS "B."

The LOS "D" goal adopted by Orange reflects the City's desire to maintain stable traffic flow, realizing that peak hour congestion may occur at locations near the freeways or other locations with unusual traffic characteristics due to regional traffic flow. LOS "D" conditions conform to County-wide goals for traffic control along regional and sub-regional transportation routes.

Service	Definition	Capacity
A	Represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high. The general level of comfort and convenience is excellent.	0.00 - 0.60
B	Is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver within the traffic stream from LOS 'A'. The level of comfort and convenience provided is somewhat less than at LOS 'A', because the presence of others in the traffic stream begins to affect individual behavior.	0.61 - 0.70
C	Is in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. The selection of speed is now affected by the presence of others, and maneuvering within the traffic stream requires substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably at this level.	0.71 - 0.80
D	Represents high-density, but stable, flow. Speed and freedom to maneuver are severely restricted, and the driver experiences a generally poor level of comfort and convenience. Small increases in traffic flow will generally cause operational problems at this level.	0.81 - 0.90
E	Represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Freedom to maneuver with the traffic stream is extremely difficult, and it is generally accomplished by forcing a vehicle or pedestrian to "give way" to accommodate such maneuvers. Comfort and convenience levels are extremely poor, and driver frustration is generally high. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.	0.91 - 1.00
F	Is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point. Queues form behind such locations. Operations within the queue are characterized by stop-and-go waves, and they are extremely unstable. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion.	over 1.00

Source: Highway Capacity Manual, Transportation Research Board



Figure C-1  
Level of Service

## CIRCULATION PLAN

The Circulation Plan consists of four main components: The Roadway Classification System, the Critical Intersection Program, the Master Plan of Streets and Highways, and Special Study Areas. Together these four components define the future road and freeway system designed to allow for the efficient movement of people and goods in and around Orange.

The Circulation Plan also includes minor sections addressing bicycle trails and other alternate modes of transportation such as public buses and rail.

### Roadway Classification System

Streets and highways in Orange are described and classified according to their primary function. This hierarchical system of roadways consists of six basic classifications as follows:

- Local Streets;
- Commuter streets;
- Secondary Arterial Highways;
- Primary Arterial Highways;
- Major Arterial Highways; and
- Freeways

Figures C-2A and C-2B illustrate the standards for commuter streets and the arterial highway classifications, and roadway standards are explained in the following paragraphs. Freeway standards vary and are under the control of the State Department of Transportation (Caltrans) and therefore are not included in the Circulation Element.

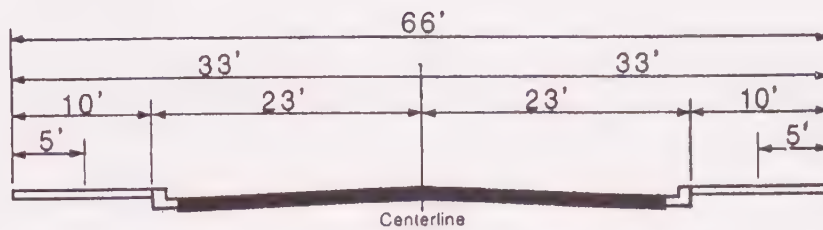
### Roadway Standards

**Local streets** are designed to provide access to individual parcels in neighborhoods. They are low speed, low volume roadways. On-street parking is generally permitted. Road right-of-way widths for existing streets vary from 50 to 60 feet with a pavement width of 36 to 40 feet. Local streets may be narrower within older established neighborhoods.

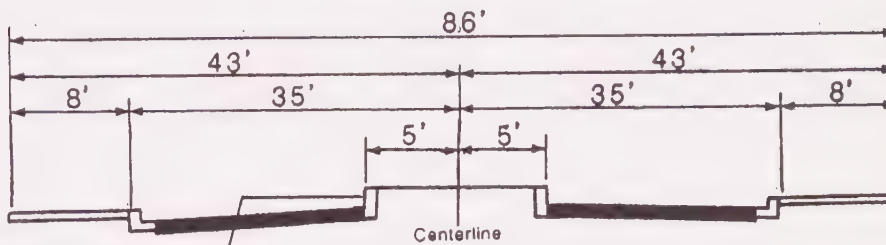
**Commuter streets** are moderate speed, moderate volume roadways which link local streets to higher volume travelways. Commuter streets contain two travel lanes (46 feet of paving curb to curb) within a 66-foot right-of-way. On-street parking should be removed to allow installation of a two-way left turn lane. This lane facilitates smooth traffic flow and enhances driver safety.

In the absence of bike lanes, the curb-to-curb width may be reduced to 40 feet and the right-of-way to 60 feet.

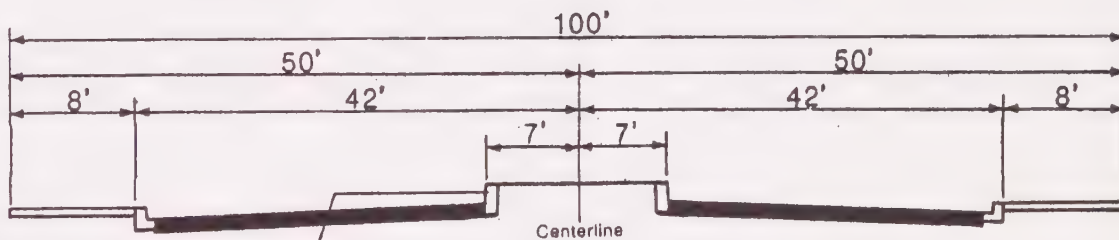
**Secondary Arterial Highways** distribute traffic from local and collector streets to primary and major highways. These roadways contain four motor vehicle travel lanes on 70 feet of paving within an 86-foot right-of-way. In the absence of bike lanes, the curb-to-curb width may be reduced to 64 feet and the right-of-way width to 80 feet. On-street parking should be discouraged to provide left turn pockets and to improve traffic flow.



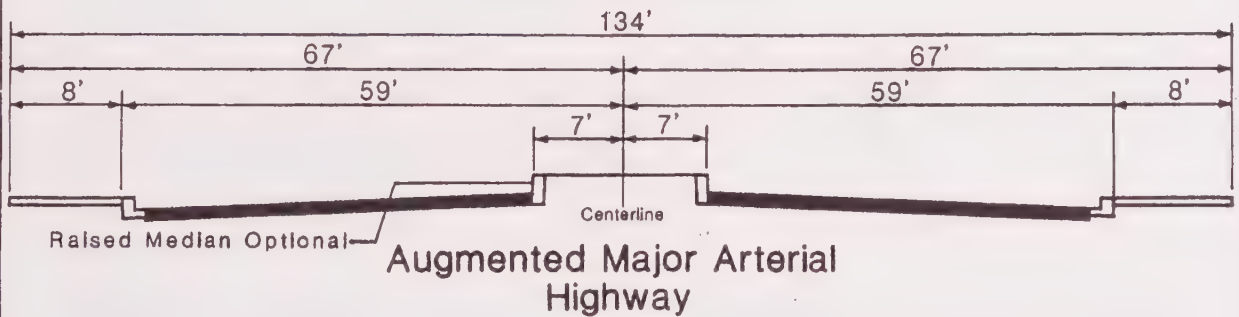
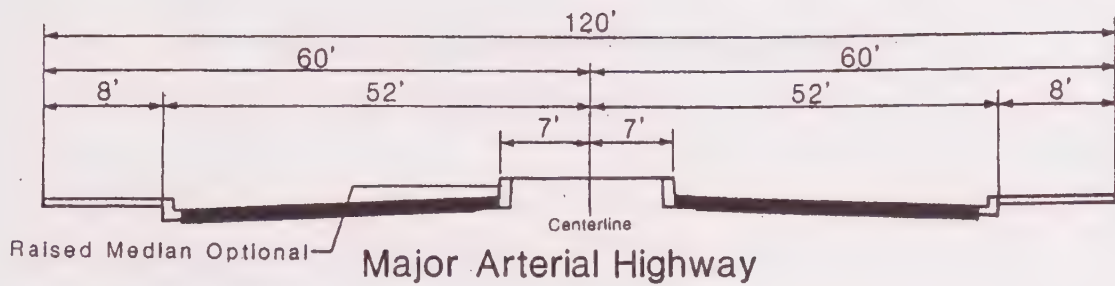
Commuter Street



Secondary Street



Primary Arterial Highway



**Primary Arterial Highways** are higher speed, higher volume routes designed to carry through traffic to major business centers in the City and adjacent cities. Primary Arterial Highways contain two or three travel lanes in each direction and 84 feet of paving within a 100-foot right-of-way. On-street parking should be prohibited to facilitate traffic flow.

**Major Arterial Highways** serve as regional, sub-regional and intra-city transportation routes, moving high volumes of traffic at high speeds. Major Arterial Highways may be divided by a median. Six total travel lanes are provided within a 120-foot right-of-way. Pavement width may vary according to median width, but generally 52 feet of paving is provided in each direction. Elimination of on-street parking should occur to improve traffic flow.

### **Augmented Roadways**

The standards described above and illustrated in Figure C-2 apply to all designated streets and highways on the Master Plan of Streets and Highways. However, in specific locations throughout Orange, deviation from these standards is necessary to accommodate anticipated future traffic volumes. For example, a Major Arterial may be modified to contain eight lanes near a freeway interchange. Such modified roadways are termed “Augmented Roadways.”

Standards for augmented streets and highways will be determined on a case-by-case basis, although Figure C-2B shows a typical cross section for an Augmented Major Arterial. The Master Plan of Streets and Highways (Figure C-4) indicates where augmented sections are to be located. In general, augmented roadways are characterized as follows:

**Augmented Secondary** is a four lane, limited access roadway with intersections designed at a Primary level. Dual left turn lanes, free right lanes and merge lanes are provided as necessary to allow traffic to move smoothly. On-street parking is prohibited to permit the roadway to carry similar average daily traffic loads as a Primary.

**Augmented Primary** contains six through travel lanes within a 100-foot right-of-way. Such roads may contain free right turn lanes, additional left turn lanes at intersections, lanes to allow movement in and out of bus bays, and other features designed to increase roadway capacity.

**Augmented Major** has eight through travel lanes and may or may not have a median. An Augmented Major is designed to carry high volumes of traffic and to allow for efficient movement of vehicles through major intersections.

Along all augmented roadways, driveways providing access to commercial uses should be consolidated to minimize side street interruption and thereby smooth traffic flow. Also, on-street parking should be removed to provide adequate curb-to-curb width for necessary travel lanes.

The City’s augmented roadway classification system is analogous to the County’s “Modified” roadway system. Table C-2 shows the relationship between the two classification systems.

**TABLE C-2  
COMPARISON OF CITY AND COUNTY  
CLASSIFICATION SYSTEMS**

<b>City Designation</b>	<b>Analagous County Designation</b>
Augmented Secondary	Modified Primary
Augmented Primary	Modified Major
Augmented Major	8-Lane Major

### **Critical Intersection Program**

Intersections serve as traffic control points for the circulation system, regulating the flow of vehicles along City streets and even limiting the capacity of the system. In the long term, system capacity and efficiency can be increased if intersections are designed to handle future anticipated traffic volumes.

Typically, the design of the roadways forming an intersection dictates the intersection configuration. For example, two intersecting Secondary Arterial Highways form a cross-shaped intersection with four through travel lanes in each direction. Department of Public Works standards indicate that a left-turn pocket may or may not be provided, depending on traffic volumes through the intersection. However, one pocket may not be adequate to handle vehicles during peak hours. Traffic may back up into a through travel lane, resulting in congestion at the intersection and at other locations along the Secondary.

One way of providing additional intersection capacity at critical locations is through the use of special intersection configurations known as "critical intersections." A critical intersection, similar to the Augmented Roadway, deviates from the established standard by increasing the number of lanes at the intersection beyond what typically would be required. By increasing capacity at the actual circulation link, the critical intersection increases overall system capacity.

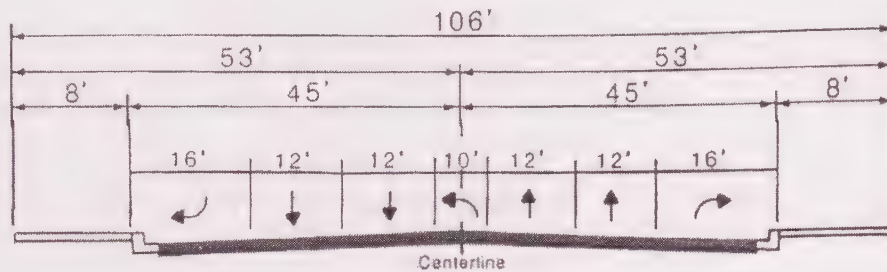
Figures C-3A and C-3B illustrate typical critical intersection configurations. For example, a critical intersection may contain dual left turn lanes, a separate right turn lane and a bus bay. Precise standards are not defined because the types of improvements needed must be determined on an individual intersection basis. The figure indicates that additional right-of-way acquisition may be required at some locations to obtain sufficient room for the improvements.

The Master Plan of Streets and Highways, Figure C-4, indicates locations for critical intersections.

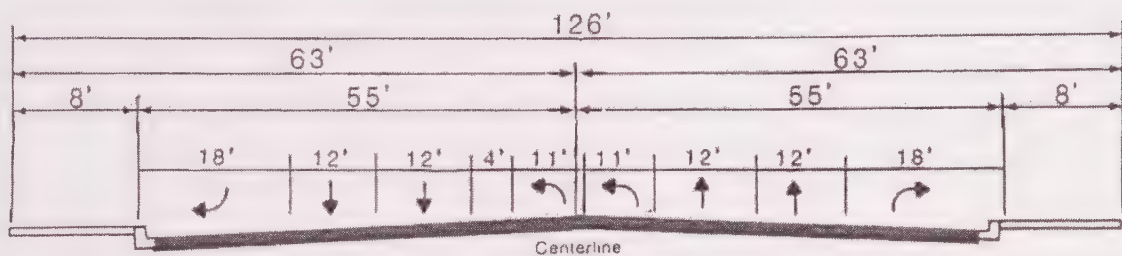
## **Master Plan of Streets and Highways**

As indicated above, Land Use Element policy will allow growth to occur in specific areas of the City. The Master Plan of Streets and Highways displayed on Figure C-4 has been developed in close coordination with land use policy to ensure that traffic generated by new development will not compromise the City's goal to ensure all roadway segments operate at LOS "D" or better. The plan shows the location of master plan streets by road class (e.g. Collector, Primary Highway, Arterial Highway), indicates where Augmented Roads are needed, and pinpoints locations for enhanced intersections. In addition, road segments requiring future study are shown as "Special Study Areas." These are discussed below.

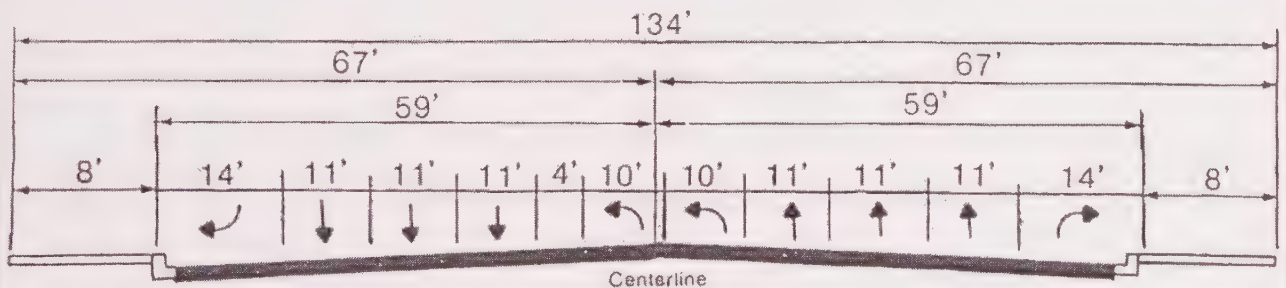
The master plan includes three general categories of improvement designed to increase the capacity of the system: Intersection enhancement, roadway widening and new road construction. The intersection enhancement program is described above. The following paragraphs outline major road widening and new road projects shown on the Master Plan of Streets and Highways.



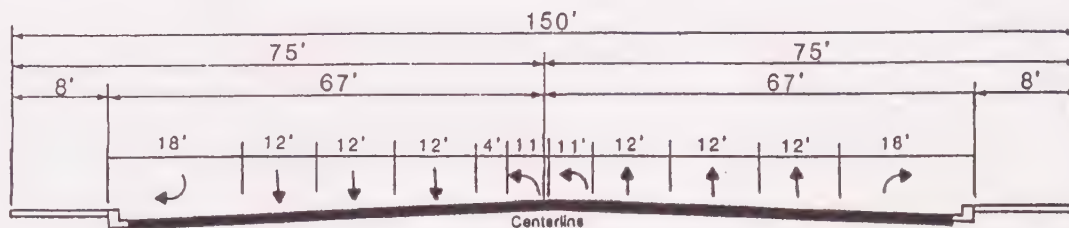
Secondary Street



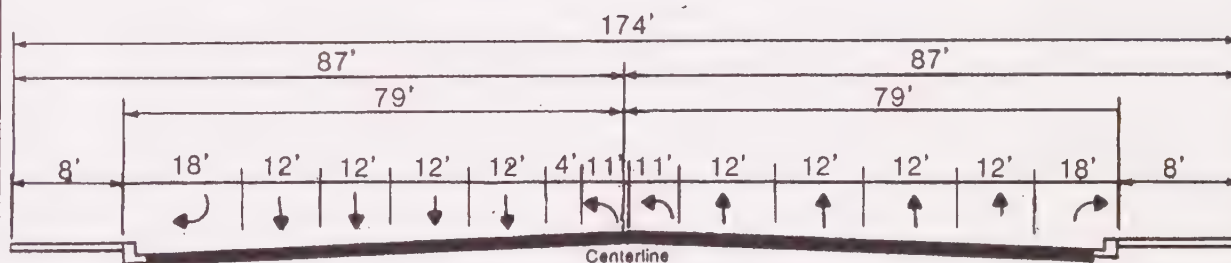
Primary Arterial Highway



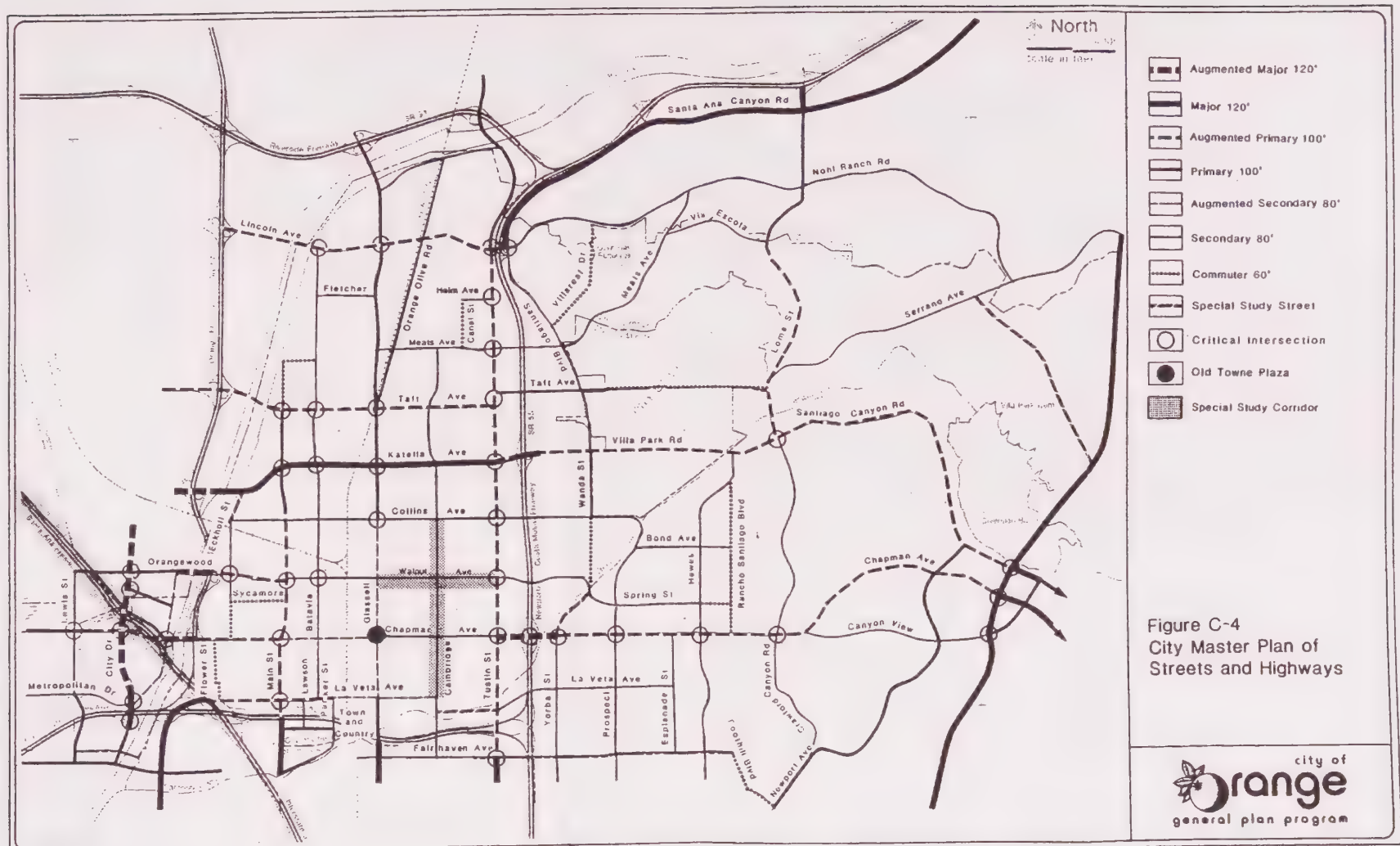
Augmented Primary Arterial Highway



Major Arterial Highway



Augmented Major Arterial Highway



## **Roadway Widening**

Roadway widening in specific locations will be necessary to obtain new travel lanes. Additional travel lanes may be acquired by either: 1) obtaining additional right-of-way as necessary; or 2) constructing new lanes within existing right-of-way. Where additional lanes are provided within existing right-of-way, parking restrictions may be applied.

## **Additions to Master Plan**

Several new road and road extensions have been added to the circulation master plan. These new circulation links are:

- Creation of a Lawson Way overcrossing of the Garden Grove Freeway, from La Veta Avenue to Town and Country Road;
- Extension of Orangewood Avenue across Interstate 5 to Lewis Street (in the City of Anaheim);
- Addition of an east-west arterial between Orangewood Avenue and Chapman Avenue from State College Boulevard to Metropolitan Drive/Rampart Street;
- Extension of Wanda Street from Collins Avenue south to Walnut Avenue/Spring Avenue and the Santiago Creek bridge;
- Extension of Metropolitan Drive behind UCI Medical Center and County facilities to connect The City Drive to Orangewood Avenue; and
- Extension of Jamboree Road from Santiago Canyon Road north toward Serrano Avenue, terminating at Weir Canyon Road in Anaheim.

**Metropolitan Drive:** The extension of Metropolitan Drive behind the UCI Medical Center is necessary to facilitate the movement of north-south traffic in The City shopping area and to relieve congestion on City Drive. Metropolitan Drive will connect to Rampart Street.

To further improve circulation in The City shopping area and improve access to Interstate 5, the east-west arterial will be extended from City Drive/State College Boulevard to the Metropolitan Drive/Rampart Street connection.

**Jamboree Road:** This extension will connect Jamboree Road from Santiago Canyon Road to Weir Canyon Road in the City of Anaheim. The extension is consistent with the County of Orange MPAH. A number of potential alignments have been documented in the Weir Canyon Park/Road study. This roadway extension is an integral part of the regional transportation system, providing direct access to SR-91, the ETC, Interstates 5 and 405, and ultimately to the San Joaquin Transportation Corridor.

Jamboree Road south of Santiago Canyon Road is scheduled for completion as a four-lane major arterial in 1989 and will be upgraded to a six-lane major arterial standard when traffic demand

dictates such an improvement. The Master Plan of Streets and Highway designates Jamboree Road a Major Arterial roadway, an upgrade from the primary standard in the County MPAH.

The classification upgrade is viewed as necessary for the following reasons:

- New land uses and higher intensity of land uses in the City's sphere of influence, Anaheim Hills, east Tustin and the IBC areas will create additional traffic;
- Proposed toll collection on the ETC may make Jamboree Road an attractive bypass; and
- Additional right-of-way will allow future widening of the roadway to be consistent with those sections of Jamboree Road located to the north and south, beyond the Orange city limits.

Further studies may be conducted to determine what additional right-of-way may be required to create a more scenic-like roadway through environmentally sensitive areas.

In addition to the new projects outlined above, further studies will be performed to determine the necessary alignments, right of way requirements and configurations needed for the La Veta extension, Eckhoff Street, Yorba Street, the Old Towne area, on arterial streets accessing Interstate 5 and on a roadway to connect Serrano Avenue to the planned Jamboree Road extension. These special study areas are indicated on the Master Plan of Streets and Highways and are discussed below under "Special Study Areas."

### **Critical Links**

During the process of analyzing future circulation system needs based on land use policy, several tests were run on the OTM to determine if the Master Plan of Streets and Highways could operate efficiently without specific components contemplated by the Public Works Department. Specific links analyzed included:

- Crossing of Walnut Avenue over Santiago Creek; and
- The expansion of Villa Park Road.

**Walnut Avenue Crossing of Santiago Creek:** This link requires the construction of a bridge across Santiago Creek from the existing terminus of Walnut Avenue to Prospect Street. The connection provides an alternative east-west route to overloaded Chapman Avenue and serves to divert traffic from both Collins Avenue and Chapman Avenue. Without the crossing, both Collins and Chapman will experience very poor operating conditions (LOS "F").

**Expansion of Villa Park Road:** Consistent with the County Master Plan of Arterial Highways, the City's Master Plan of Streets and Highways shows Villa Park Road as a six lane Primary Arterial from the Costa Mesa Freeway to Hewes Street in the City of Villa Park. This increase in capacity from a two lane road relieves parallel east-west facilities from Taft Avenue to Fairhaven Avenue.

## **Special Study Areas**

The special study areas delineated on the Master Plan of Streets and Highways represent circulation system links which will require detailed study to determine the alignments, right-of-way requirements, configuration and other improvements necessary to achieve efficient traffic flow. Street alignments and right-of-way widths will be established through General Plan amendments to the Master Plan of Streets and Highways.

### **La Veta Avenue Extension**

Extending La Veta Avenue from Cambridge Street east to Tustin Street achieves east-west continuity for this Secondary. The extension provides an alternative access to Tustin Street, diverting traffic from parallel sections of Chapman and Fairhaven Avenues. Without the extension, Chapman operates at LOS "E" and Fairhaven at LOS "F." The extension reduces the LOS along both these roadways to acceptable levels. The precise alignment will be developed in coordination with development plans for the area.

### **Yorba Street Extension**

The Yorba Street extension is planned to occur from Chapman Avenue north to Wanda Street in the vicinity of the Santiago Creek overcrossing. The extension provides a parallel north-south route to Tustin Street and the adjacent Prospect Street realignment. Yorba Street will alleviate north-south congestion by providing an alternate route and will also create a better grid street network in an area that is in need of improved transportation services. Roadway study will focus on determining the alignment and right-of-way requirements of the extension. Alignment will be determined by development activity along the east side of Santiago Creek immediately north of Chapman Avenue.

### **Eckhoff Street Extension**

Traffic studies performed with the OTM show that the extension of Eckhoff Street from Collins Avenue to Katella Avenue would serve only local circulation and would have limited effect on parallel arterials. Therefore, this component is shown on the Master Plan of Streets and Highways as a special study area to be re-evaluated. Re-evaluation will occur if land use policy changes to allow intensification of use in the industrial area beyond that permitted by the Land Use Element.

### **Old Towne Street Network**

The Old Towne street network is a good example of the grid street pattern. Parallel roadways have been established in both the north-south and east-west direction to distribute traffic evenly. However, the plaza area at Glassell Street and Chapman Avenue serves as a disruption to through traffic flow along these two Primary roadways. Because the plaza is a unique feature in the City, no plans have been made to modify the plaza to increase its traffic carrying capacity.

In light of these conditions, parallel roadways such as Almond Avenue, Palmyra Avenue, Lemon Street, Olive Street, Shaffer Street, Grand Street, Palm Avenue and Maple Street will continue to serve as local collectors around the plaza.

Future studies will be performed to evaluate the merits of the following circulation system modifications:

- Enhancing intersections on the perimeter of Old Towne to establish an “outer loop” concept;
- Enhancing intersections immediately adjacent to the plaza as an “inner loop” concept; and
- Establishing one-way street operations on selected street.

#### **Connection Between Jamboree Road and Serrano Avenue**

This roadway alignment will connect Serrano Avenue west of Nohl Ranch Road to the future Jamboree Road extension north of Santiago Creek. The connection will achieve two primary aims: 1) to serve future development in the immediate area; and 2) to provide another access to the future developments within the City’s sphere of influence. Conceptual plans for the roadway indicate that this roadway may be extended further east from Jamboree Road to the Eastern Transportation Corridor and to an east-west roadway immediately north of the Irvine Lake.

Exact alignment and sizing of this roadway will be refined at the specific plan level when more definitive development parameters are understood.

#### **Cambridge Street and Walnut Avenue**

Cambridge Street from Katella to La Veta and Walnut Avenue from Glassell to Tustin are both shown on the Master Plan of Streets and Highways as Secondary streets with a Special Study Corridor overlay. The City plans to study these street sections in conjunction with the study of the Old Towne network to determine if a downgrade in street classification from Secondary status could be accomplished without adversely affecting overall operating conditions. Until a special study indicates otherwise, these street sections will continue to be classified as Secondary roadways.

#### **Interstate 5 Widening and Access Improvement**

As part of its long-term efforts to increase the capacity of the regional transportation system in Southern California, Caltrans has proposed the widening of Interstate 5. The cities of Orange and Anaheim have worked together with Caltrans to develop a conceptual freeway widening and interchange program along that portion of the freeway affecting the two cities. The plan calls for the following components:

- Widening Interstate 5 from six to 12 through lanes, consistent with Federal Highway Administration standards;

- Providing full interchange access with the freeway at Chapman Avenue, City Drive, Orangewood Drive and Katella Avenue;
- Provide new freeway crossings at Orangewood Drive and Metropolitan Drive; and
- Add a one-way frontage road to parallel Interstate 5 from Chapman Avenue to Katella Avenue along existing Anaheim Boulevard and Manchester Avenue.

Significant right-of-way will have to be acquired to provide these improvements. Special studies will continue to coordinate the efforts between Orange and Anaheim, and between the two cities and Caltrans, to improve access and circulation within the freeway corridor.

### **Sphere of Influence Needs**

As indicated in the Introduction to this element, the City is working with joint power agencies to plan regional transportation corridors in east and southeast Orange County. The planned Eastern Transportation Corridor (ETC) will pass through the City's established sphere of influence. In addition, development planned within the sphere of influence area will establish Primary and Major Highways which will connect the roadways serving the existing City of Orange. For example, Chapman Avenue and Santiago Road will extend as Major Highways and are planned to interchange with the ETC.

Figure C-5 displays the planned future backbone street and highway network within the City's sphere and in adjacent jurisdictions. The plan is based on adjacent jurisdictions' master planned arterial highway systems and on proposed land uses within the City's sphere area. This network assumes the ETC will be aligned as prescribed in the Tustin-Irvine-Orange Memorandum of Understanding, which establishes an eastern ETC leg to State Route 133 and a single western ETC leg through Peters Canyon.

The roadway system will service the anticipated future traffic demand and will provide necessary local connections between the existing City, the City's sphere of influence areas, and surrounding communities.

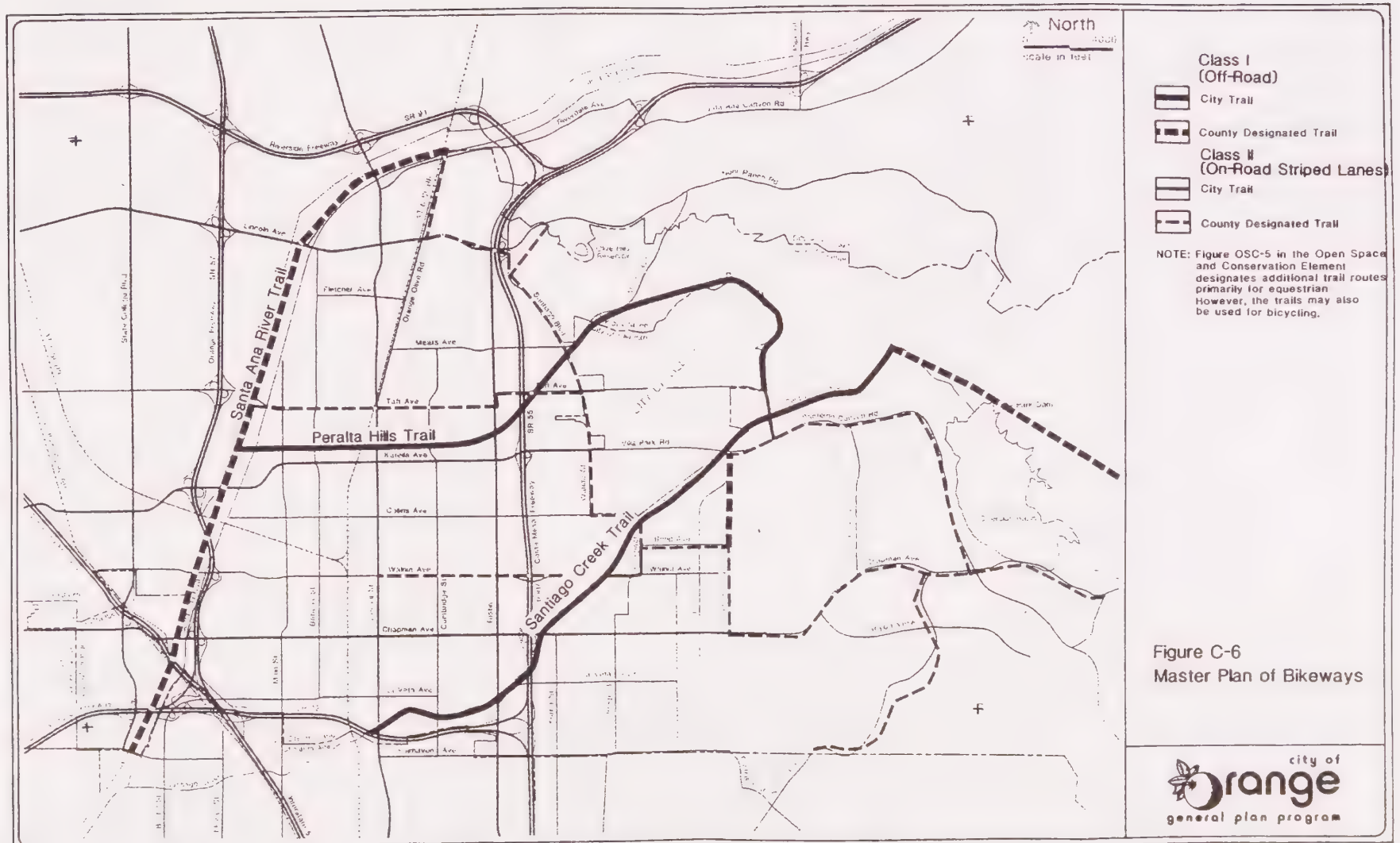
### **Bikeway Master Plan**

The bicycle is used by people of all ages for recreation, sport and as an inexpensive, healthy and non-polluting form of transportation. Southern California's relatively mild climate permits bicycle riding to occur year-round, and the growing popularity of cycling has drawn more and more enthusiasts onto the streets and bike trails throughout Orange County.

The Bikeway Master Plan illustrated in Figure C-6 responds to the need to provide safe and efficient travelways for bicyclists. Efforts are made wherever possible to provide bikeways separate from the roadway so that cyclists may be protected from fumes and fast moving vehicles. Consistent with the County's Master Plan of Countrywide Bikeways, which shows several routes through Orange, two classes of bicycle routes are established:

- Class I: Off-road routes, that is, bikeways which are separated from streets; and
- Class II: On-road routes, delineated by painted stripes and other features shown in





Class II bikeways will be provided only where sufficient right-of-way exists to accommodate motor vehicles and bicycles.

### **Alternative Modes of Transportation**

Establishing an efficient transportation and circulation system involves more than simply making infrastructure improvements which will enhance the system available to the private automobile. An efficient system incorporates other features such as public transit and rail service.

Bus service in Orange is provided by the Orange County Transit District (OCTD). Although the City does not control system operations, the City does have the ability to work with OCTD to ensure that Orange residents are provided with adequate bus service and to permit people living outside the City to easily reach the City's commercial and business districts.

Orange will continue to cooperate with OCTD in establishing new bus routes and stops. New subdivision plans will be reviewed by OCTD for the purpose of assessing impacts on bus service and examining the need to provide bus stops or bays. Orange will also work with OCTD to establish permanent transfer stations in Old Towne, near the Mall of Orange, and at The City center.

Private vanpools offer another way to transport large groups of people to employment centers. Regulatory programs established by the South Coast Air Quality Management District require business employing more than 100 people to provide vanpooling and/or carpooling for their employees. Transportation systems management plan guidelines developed by the City will incorporate these provisions.

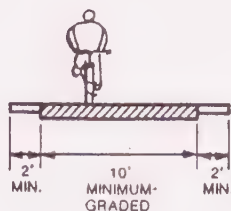
Future intensification of use of lands within the Southwest and Northwest Redevelopment Project Areas may encourage use of Amtrak service to major employment centers. Orange will cooperate with Amtrak officials in any future studies conducted to examine the need for a new train station in Orange. The need to provide jitney or shuttle service from the Santa Ana and Anaheim Stadium stations to business centers will also be examined.

Amtrak is considering using the existing north-south Atchison, Topeka and Santa Fe (AT and SF) rail line which passes through Orange as an Irvine to Riverside commuter link. The City will cooperate with Amtrak officials to establish such a route and will request that a stop be located in Orange.

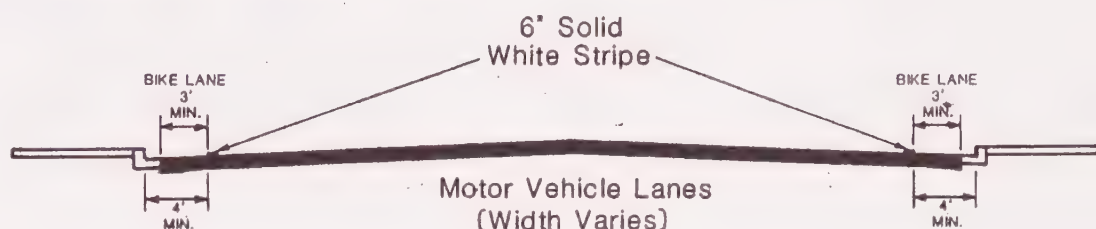
### **INFRASTRUCTURE PLAN**

As discussed in the Circulation Plan, improvements to the City's circulation system are necessary to accommodate growth occurring in accordance with land use policy. Similarly, other types of infrastructure must respond to and guide growth if City residents are to be provided with a high level of urban services.

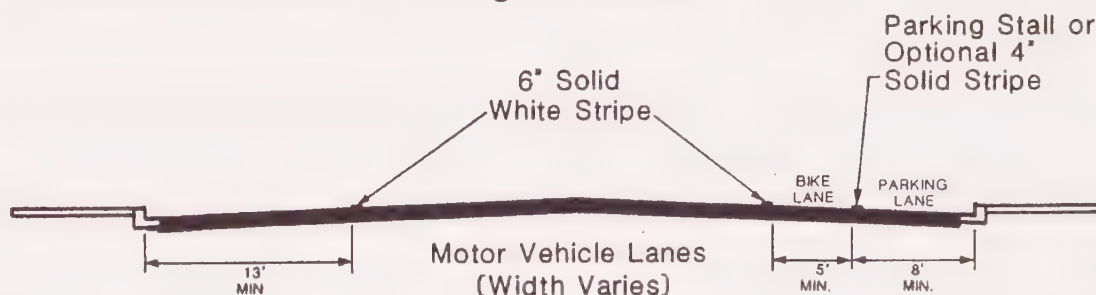
## Class I: Off-Road



## Class II: On-Road, Parking Prohibited



## Class II: On-Road, Parking Permitted



NOTE: These figures represent typical bikeway cross sections.  
Standards may vary due to topographical and other constraints.

## **Water System**

Domestic water service in Orange is provided by the City's own Water Department. Through a high pressure loop system, the City is able to provide domestic water supplies and fire suppression capabilities to all neighborhoods City-wide.

As of 1988, the City water system has a capacity of 68 million gallons of water per day, and all developed portions of the City were provided with water service. By 2010, the Water Department plans to increase capacity to 75 million gallons per day through installation of larger transmission mains, by enhancing groundwater extraction capabilities and by increasing storage capacity.

Larger mains will be required to serve redeveloping commercial and industrial areas. The City Water Department has developed a long-range program to replace smaller mains in areas experiencing land use recycling with larger mains capable of supplying adequate fire flows and domestic water needs. In addition, the Department's capital improvement programs will continue to provide for the replacement of aged or deteriorating mains which do not provide optimum service. Funding sources for these and other water system improvement will include redevelopment monies, development fees and assessment district revenues.

## **Sewer System**

Cities throughout Orange County, including Orange, rely on the Orange County Sanitation Districts for the collection and treatment of domestic, commercial and industrial sewage. The County operates a comprehensive regional system of collection mains and treatment plants, but individual cities are responsible for the installation and maintenance of local collection facilities.

A master sewer plan prepared for the City in 1982 identified several areas where sewage collection capabilities are deficient due either to the age of the infrastructure or limited line capacity. It is anticipated that in areas where redevelopment activity will be concentrated, additional deficiencies will be discovered, such as line sizes too small to handle the additional sewage generated by more intense land use.

The City will continue to identify existing and anticipated system deficiencies. Through five-year capital improvement programs, required improvements will be prioritized and sewage collection facilities upgraded. Developers will be required to pay the cost of providing new and improved sewer service to project sites, although the City may use redevelopment funds to renovate old and damaged facilities in the commercial and industrial areas of Old Towne.

County regional collection and treatment facilities have barely been able to keep up with the demand of a growing Orange County. To respond to the increased need for sewage treatment, the County has launched plans to expand treatment capacity. A portion of the sewage fee charged to developers in the City of Orange will be paid to the County for regional facilities improvements.

## **Storm Drains**

The management of storm drain and flood control facilities in Orange, like the sewer system management, is a City/County cooperative effort. The Orange County Flood Control District provides for the planning, development, operation and maintenance of flood control facilities on a County-wide basis. The City is responsible for providing drainage from developments in the City and ensuring that storm drains properly feed into the regional system. The City Department of Public Works maintains a master plan of drainage which identifies City system deficiencies.

Redevelopment activity is not anticipated to create additional storm water runoff since new projects generally should not result in additional paving or covering of bare ground. However, as the hillsides in eastern Orange are developed, storm water volumes can be expected to increase. Developers will be required to provide adequate drainage on-site and to contribute to funds established to improve City-wide and County-wide drainage facilities impacted by new development.



## **2000-2005 HOUSING ELEMENT**

**City of Orange  
General Plan**

**Adopted October 9, 2001**

Consultants to the City

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## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction to the Housing Element	1
Purpose of the Element	1
Related Plans and Programs	1
Scope and Content of this Element	2
Relationship to other General Plan Elements	3
Community Participation	3
Housing Element Goals and Policies	4
Housing Maintenance and Upgrading	4
Housing Affordability	5
Housing for Residents with Special Needs	6
Historic Preservation	7
Fair Housing Programs	8
Energy Conservation	8
Related General Plan Policies	9
Housing Context	10
Summary of Housing Need	10
Residential Sites Analysis	14
Summary of Past Housing Accomplishments	17
Housing Programs	29
Conserving and Improving Existing Housing	29
Provision of Adequate Sites	33
Assist in Development of Affordable Housing	35
Removal of Governmental Constraints	38
Promote Equal Housing Opportunities	40
Appendix	
A Housing Element Glossary	
B Technical Background Report	
C Public Workshop Notes	
D Residential Development Standards	

## LIST OF TABLES

### Page

H-1	Housing Element Policy Matrix	9
H-2	Existing Housing Needs	10
H-3	Housing Growth Needs Compared to Site Availability	15
H-4	Assisted Senior Housing Projects	21
H-5	1989-1997 RHNA Accomplishments	23
H-6	Housing Program Summary	42
H-7	Summary of Five Year Goals	44

# **INTRODUCTION TO THE HOUSING ELEMENT**

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The Housing Element is a guide for housing within Orange. The Element provides an indication of the need for housing in the community in terms of affordability, availability, adequacy, and accessibility. The Element provides a strategy to address housing needs and identifies a series of specific housing programs to meet community needs. A detailed Housing Needs Assessment was prepared as part of the 2000 Housing Element update and serves as the technical background document to the Housing Element. This Technical Report is included as an appendix to the Housing Element, with key points from the assessment synthesized in the Housing Context section of the Element.

## **PURPOSE OF THE ELEMENT**

The Housing Element is an official municipal response to a growing awareness for the need to provide housing for all economic segments of the community, as well as a legal requirement that housing policy be made a part of the planning process. The Housing Element provides the City with the opportunity to plan for the existing and future housing needs in the community. The Orange Housing Element has been prepared in compliance with the 2000-2005 five-year update cycle for cities in the Southern California Association of Governments (SCAG) jurisdiction. This Housing Element identifies strategies and programs that focus on: 1) conserving and improving existing affordable housing; 2) providing adequate housing sites; 3) assisting in the development of affordable housing; 4) removing governmental and other constraints to housing development; and 5) promoting equal housing opportunities.

## **RELATED PLANS AND PROGRAMS**

A number of local and regional plans and programs relate to the Housing Element. A brief description of these plans and programs follows.

**City of Orange HUD Consolidated Plan Fiscal Year 2000-2005:** The Consolidated Plan is a five-year plan which must be prepared by entitlement jurisdictions in order to receive federal housing funds. As an entitlement jurisdiction, Orange has prepared a Consolidated Plan which identifies the City's overall housing and community development needs, and outlines a strategy to address those needs over a five-year period from 2000 to 2005. This Plan satisfies the Department of Housing and Urban Development's (HUD) statutory requirements for Orange's formula programs, Community Development Block Grant (CDBG) and HOME. The coordinated housing development plan incorporates federal, State, and local resources, and a one-year implementation plan with provisions for monitoring by HUD.

An overall assessment of the housing and community development needs in Orange was prepared as part of the Consolidated Plan. This needs assessment provides the foundation for establishing priorities and allocating federal, State, and local resources to address the identified needs. The analysis examines the major components of housing need including

demographic and housing stock characteristics, trends in Orange's population, households, and the type of housing available.

**Regional Housing Needs Assessment (RHNA):** State Housing Element Law requires the SCAG to create a plan every five years, the Regional Housing Needs Assessment (RHNA), which identifies a community's existing and future housing needs. SCAG has developed Orange's future housing needs for the period covering 1998 through 2005, identified as 3,205 new units.

**Tustin Street, Southwest, and Northwest Redevelopment Project Areas:** The City of Orange has adopted three redevelopment project areas within the City: the Tustin Street Project Area, the Southwest Project Area, and the Northwest Project Area. An estimated \$1.2 million in net set-aside funds will be available annually for the 2000-2005 planning period for the implementation of affordable housing programs.

## SCOPE AND CONTENT OF THE ELEMENT

The Orange Housing Element is comprised of the following sections: 1) Introduction; 2) Goals and Policies; 3) Housing Context; 4) Housing Programs; and 5) Appendix - Technical Background Report. The City's existing and projected housing needs are evaluated in the Background Report, summarized in the Housing Context section of the Element. The Element draws on these identified needs to define housing goals and policies, and specific implementing programs.

The State Legislature recognizes the role of local general plans and particularly the Housing Element in implementing Statewide housing goals to provide decent and adequate housing for all persons. Furthermore, the Legislature stresses continuing efforts toward providing affordable housing for all income groups.

The major concerns of the Legislature with regard to the preparation of Housing Elements are:

- Recognition by local governments of their responsibility in contributing to the attainment of state housing goals;
- Preparation and implementation of City and County Housing Elements which coordinate with State and federal efforts in achieving State housing goals;
- Participation by local jurisdictions in determining efforts required to attain State housing goals; and
- Cooperation between local governments to address regional housing needs.

The State Department of Housing and Community Development (HCD) sets forth specifics regarding the scope and content of housing elements prepared by cities and counties.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Orange General Plan is comprised of the following seven elements: 1) Land Use; 2) Circulation; 3) Housing; 4) Open Space and Conservation; 5) Safety; 6) Noise; and 7) Historic Preservation. Background information and policy direction presented in one element is also reflected in other General Plan elements. For example, residential development capacities established in the Land Use Element are incorporated into the Housing Element. This Housing Element builds upon other General Plan elements and is entirely consistent with the policies and proposals set forth by the General Plan. Whenever any element in the General Plan is amended, the Housing Element will be reviewed and modified, if necessary, to ensure the continued consistency between elements.

## COMMUNITY PARTICIPATION

Section 65583(c)(5) of the Government Code states that “the local government shall make diligent efforts to achieve public participation of all the economic segments of the community in the development of the housing element, and the program shall describe this effort.” As part of the comprehensive update to the Housing Element, the City conducted a public workshop before the Planning Commission with members of the public, housing advocacy groups, and groups representing lower income and special needs populations. This workshop provided valuable input from the public regarding housing needs within the community and housing issues and concerns that should be addressed in this Housing Element. Notes from this workshop are included in the Appendix to the Element. The City actively sought to elicit input from all sections of the community, publishing notices of the workshop in local English and Spanish language newspapers and sending workshop notices to individuals and organizations that had expressed an interest in the Housing Element update program. Along with interested members of the public, the following groups representing special needs and lower income populations participated in the workshop:

- Orange County Rescue Mission
- Christmas in April
- Orange County Community Housing
- Saint Joseph’s Hospital
- Orange Cares
- Orange Housing Development Corporation
- Mercy Housing

During its 45-day review by HCD, copies of the Draft Housing Element were made available for public review at the local senior center, local libraries and Community Development Office (City Hall). The Notice of Availability of the Draft Housing Element was sent to all public workshop participants, and free copies of the Element were sent to anyone requesting a copy. Copies of the Draft Housing Element were also sent to the six low rent housing projects at-risk of conversion to market rate. In addition, public hearings are held on the Housing Element before both the Planning Commission and City Council. Notification is published in the local newspaper in advance of each hearing, and direct notices are mailed to interested individuals.

# HOUSING ELEMENT GOALS AND POLICIES

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The following goals, policies and implementation measures focus on the maintenance and provision of a variety of housing in terms of type, affordability and style. The Housing Element sets forth goals to address the following issue areas: 1) housing unit maintenance and upgrading, 2) housing affordability, 3) housing for persons with special needs, 4) historic preservation, 5) enforcement of fair housing programs, and 6) energy conservation.

## HOUSING MAINTENANCE AND UPGRADING

Substandard and deteriorating housing units, in addition to the obvious problems of blight and appearance, can expose occupants to a variety of hazards ranging from electrical fire to toxic substances and materials used in construction. A number of factors will determine the life expectancy of a housing unit including quality of workmanship, age of unit, location, type of construction, degree of maintenance and upkeep, and a host of others. The following goals and policies encourage the maintenance and upkeep of housing in the City through a variety of programs ranging from financial assistance for unit rehabilitation to continued code enforcement.

**GOAL 1:**     **The City will work to assure that the quality, safety and livability of the housing stock in the City of Orange is continuously maintained and/or upgraded.**

**POLICY 1.1:** Promote the maintenance of existing housing that is in good condition through preventative, rather than remedial maintenance.

**POLICY 1.2:** Promote the revitalization and rehabilitation of residential structures which are substandard or have fallen into disrepair.

**Implementation 1.1.1:** Continue to utilize CDBG, HOME and Redevelopment Housing Set-Aside funds to offer incentives to qualified persons to rehabilitate structurally deficient homes and to promote preventive measures to maintain viability of existing homes with the following programs:

- a. Low-interest, long-term home improvement financing.
- b. Deferred repayment home improvement financing for those on fixed incomes.
- c. Financial incentives tailored to meet the unique needs of mobile home owners.

**Implementation 1.1.2:** Continue to provide technical assistance to all residential property owners wishing to make property improvements through the Building Division.

**Implementation 1.1.3:** Offer financial and technical assistance to non-profits to acquire and rehabilitate substandard apartment complexes and establish long-term affordability covenants.

**GOAL 2.0:** The City will continue to encourage the maintenance, preservation and upgrading of the quality of existing residential neighborhoods.

**POLICY 2.1:** Encourage the continued maintenance of residential neighborhoods in Orange.

**Implementation 2.1.1:** Continue to administer the City's graffiti removal program.

**Implementation 2.1.2:** Continue to administer the Orange Municipal Code in regards to the maintenance of residential property.

**Implementation 2.1.3:** Continue to administer the Neighborhood Enhancement Team (NET) to eradicate blight in targeted areas of the City.

**Implementation 2.1.4:** Discourage non-residential traffic through residential areas by reviewing subdivision designs as well as monitoring non-residential uses in residential neighborhoods.

**Implementation 2.1.5:** Provide for and monitor the adequacy of infrastructure needs within the residential areas.

**Implementation 2.1.6:** Encourage neighborhood and local involvement in addressing neighborhood maintenance and improvement.

## **HOUSING AFFORDABILITY**

Housing affordability was once a concern of only the very poor, though this is no longer the case. Middle-class residents are finding it increasingly difficult to maintain their standard of living due to increased costs for housing. The City's commitment to ensure that an adequate supply of housing is maintained by the following goal and supporting policies.

**GOAL 3.0:** The City will continue to encourage and assist in the provision of housing affordable to lower and moderate income households.

**POLICY 3.1:** Facilitate the provision of affordable housing by offering financial and/or regulatory incentives where feasible.

**Implementation 3.1.1:** Continue to implement the City's Affordable Housing Ordinance to offer a variety of regulatory incentives, including density bonuses, for affordable housing.

**Implementation 3.1.2:** Continue to use Redevelopment Housing Set-Aside and HOME funds to assist non-profit affordable housing developers, and leverage with outside resources to the maximum extent possible.

**Implementation 3.1.3:** Provide homeownership assistance for low or moderate income households.

**Implementation 3.1.4:** Continue to use a one-stop development review process to facilitate City processing of proposals for affordable housing.

**Implementation 3.1.5:** Continue to provide for accessory second units in R1 zones as a means of providing infill rental housing.

**POLICY 3.2:** Support the provision of rental housing that adequately accommodates larger families, thereby reducing overcrowding and overpayment.

**Implementation 3.2.1:** Provide funding priority for affordable housing developments which serve the needs of lower income large families. Support projects which serve extremely low income households (30% median family income), to the extent financially feasible.

**POLICY 3.3:** Solicit participation by major employers in the provision of housing for employees, and promote the City's affordable housing programs with employers.

**GOAL 4.0:** The City will continue to promote opportunities for affordable housing beyond the City's immediate corporate limits.

**POLICY 4.1:** Plan for a mixture of residential density ranges in areas within the City's sphere of influence.

**Implementation 4.1.1:** Provide in the General Plan Land Use Element a variety of residential densities throughout the City's planning area.

**Implementation 4.1.2:** Pursue phased annexation of the East Orange General Plan area.

## **HOUSING FOR RESIDENTS WITH SPECIAL NEEDS**

The City will continue to promote the provision of housing for the elderly and disabled. Problems of housing affordability are exacerbated because many residents in these categories are living on fixed incomes. In addition, many elderly and disabled persons require specialized equipment to improve access and mobility. The City will also continue to support service agencies which provide needed housing and services to the homeless and families that are temporarily living in Orange while a family member is being treated within one of the local hospitals.

**GOAL 5.0:** The City will continue to encourage housing projects designed to accommodate residents of the City with special, unique housing needs.

**POLICY 5.1:** Recognize the substantially increasing housing needs of the elderly in Orange, and promote and encourage a range of housing opportunities for this group, from independent to assisted living.

**Implementation 5.1.1:** Continue to facilitate the development of affordable senior housing through provision of financial assistance, and modified development standards such as reduced parking.

**POLICY 5.2:** Recognize the unique housing needs of the disabled, and provide opportunities to accommodate those needs.

**Implementation 5.2.1:** Ensure builders of multi-family rental housing comply with State HCD Rental Guidelines and Title 24 by providing units adaptable to the physically disabled.

**POLICY 5.3:** Support inter-jurisdictional efforts to address the issue of homelessness as identified in the County's Continuum of Care Plan, including the provision of housing opportunities to transition persons from shelter and program housing to permanent, independent housing.

**Implementation 5.3.1:** Continue to support efforts by local non-profits to expand transitional and temporary housing units in the City, and provide funding support to agencies which serve the homeless.

**Implementation 5.3.2:** Provide for the operation of transitional housing in multi-family and commercial zone districts.

**POLICY 5.4:** Provide flexible zoning and development standards appropriate to support temporary housing for families of patients being treated by local hospitals ("Ronald McDonald House").

## **HISTORIC PRESERVATION**

There are a large number of homes in the City that were constructed at the turn of the century following the first subdivision of land in the 1870's. Many of these historic structures are in well-defined districts identified in the Historic Preservation Element. The importance of preserving the past is underscored in the following goal and policy that calls for continued efforts in preserving those structures deemed historically significant by the community.

**GOAL 6.0:** The City will continue to sponsor programs that heighten community awareness for preservation of historically significant residential structures.

**POLICY 6.1:** Encourage the appreciation for and preservation of the City's heritage in the form of those structures identified in the City's historic structure inventory as historically significant.

**Implementation 6.1.1:** Implement the goals and objectives contained in the General Plan Historic Preservation Element.

**Implementation 6.1.2:** Continue to enforce the Historic Preservation Design Standards for Old Towne as they apply to residential dwellings.

## **FAIR HOUSING PROGRAMS**

Housing should be made available to all persons regardless of race, religion, sex, family size, marital status, ancestry, national origin, color, age, physical disability, or income. The City will support Statewide housing goals that call for equal opportunity for all groups to obtain safe, decent, and affordable housing.

**GOAL 7.0:** The City will support programs that promote fair housing opportunities for all residents of Orange.

**POLICY 7.1:** Promote equal opportunity for housing throughout the City of Orange.

**Implementation 7.1:** Provide funding support to a Fair Housing Agency which investigates and resolves cases of housing discrimination, provides tenant/landlord dispute resolution, and provides fair housing education and outreach.

## **ENERGY CONSERVATION**

The City of Orange recognizes its responsibility in promoting energy conservation efforts in the construction of new housing and the rehabilitation of existing units. Energy conservation serves to reduce energy costs, and therefore overall housing costs.

**GOAL 8.0:** The City will encourage energy conservation in residential construction.

**POLICY 8.1:** Encourage energy conservation measures for all residential rehabilitation projects in which the City participates financially.

**POLICY 8.2:** Implement all applicable State statutes and regulations intended to achieve conservation of energy.

**Implementation 8.2.1:** Provide all participants in the City's Housing Rehabilitation Program with information on energy conservation, and encourage participants to contact the appropriate utility company to arrange an energy audit.

**Implementation 8.2.2:** Review all building permit applications to enforce applicable statutes and regulations that relate to energy conservation.

## RELATED GENERAL PLAN POLICIES

A number of goals, policies, and implementation measures contained in the other elements of the City's General Plan address those issue areas identified in the Housing Element. Table H-1, Housing Element Policy Matrix, identifies General Plan goals directly or indirectly related to those included in the Housing Element.

**TABLE H-1  
HOUSING ELEMENT POLICY MATRIX**

Issue Area	Land Use	Circulation	Open Space & Conservation	Safety	Noise
Housing Maintenance and Upgrading	1.0, 5.0, 6.0 7.0, 8.0		6.0		1.0
Housing Affordability	5.0, 8.0				
Housing for Residents With Special Needs	5.0, 8.0, 12.0				
Historic Preservation	5.0, 6.0, 7.0	2.0	6.0		
Fair Housing Programs	5.0, 8.0 12.0				
Energy Conservation	5.0		1.0		

This table illustrates the internal consistency of the General Plan by indicating which goals in the other five elements emphasize goals and policies set forth in the Housing Element.

## HOUSING CONTEXT

Assuring the availability of adequate housing for all social and economic segments of the City's present and future population is a primary goal of the Housing Element. This section of the Housing Element provides a summary of the community's housing needs, evaluates the City's ability to fulfill its share of regional housing growth needs, and evaluates the City's progress in implementing the existing 1993 Housing Element.

### SUMMARY OF HOUSING NEED

The following section summarizes key housing needs as identified through the needs assessment process. Appendix B of the Element contains the Housing Element Technical Report from which this summary is drawn. The summary of needs is organized into four issue areas: housing availability, housing adequacy, housing affordability and special needs households. These needs are also summarized in Table H-2 below.

**TABLE H-2  
EXISTING HOUSING NEEDS**

<b>Housing Availability</b>		<b>Housing Affordability</b>	
Total Overcrowded Households	3,759	Total Overpaying Households	14,024
Renters	2,990	Lower Income Renters	5,641
Owners	768	Lower Income Owners	2,184
<b>Housing Adequacy</b>		<b>Special Needs Households/Persons</b>	
Housing Conditions		Elderly Households	5,701
Rehabilitation	1,245	Disabled Persons	2,357
Replacement	0	Large Households	5,305
		Female-headed Households w/Children	3,998
		Farmworkers (persons)	891
		Homeless (persons)	170
Note: Numbers may not add due to rounding.			
Sources: 1990 Census; Orange 2000-2004 Consolidated Plan; SCAG Draft RHNA, Nov 1999.			

### Housing Availability

Orange has a current (2000) housing stock of 41,624 units, the majority (67 percent) of which consists of single-family houses. Multi-family housing projects comprise the second largest component (29 percent) of the housing stock, with the remaining four percent comprised of mobile homes. During the period from 1990 to 2000, Orange experienced a ten percent increase in housing units. Sixty percent of the households in Orange own their homes, while the remaining forty percent of households are renters.

During the late 1990s, the housing market in Orange, like much of Orange County, again became active. Over 950 homes and condominiums were sold in the City between January 2000 through August 2000. Over 65 percent of the units sold were single-family homes with a median sales price for a three-bedroom unit of approximately \$256,000. The median price for a two-bedroom condominium was reported at approximately

\$160,000. With the first phase of the East Orange General Plan now becoming active, the City will begin experiencing more significant single- and multi-family housing growth.

Rents for an apartment in Orange ranged from \$700 a month for a studio to \$1,215 a month for a three-bedroom apartment (1999). Rents for privately owned condominiums and single-family homes even are higher. With the increasingly tight rental market and healthy economy, the rental rates in Orange are expected to increase, reducing the number of units affordable to lower income households.

Overcrowding is another indicator of housing availability. The Census defines overcrowding as households with greater than 1.01 persons per room, excluding kitchens, bathrooms, and porches. According to SCAG, there are 3,759 overcrowded households in Orange (9.4 percent of all households). While apartment units comprise only one-third the Orange housing stock, approximately 80 percent of the overcrowded households are renters.

### **Housing Affordability**

According to SCAG, approximately 35 percent of households in Orange are overpaying for their housing (spending greater than 30 percent of income on housing cost). Like overcrowding, overpayment is more concentrated among the City's renter households, with 44 percent of renter households overpaying in comparison to 30 percent of owner households. Lower income households also experience a greater incidence of overpayment, with 48 percent of lower income renters overpaying for housing.

As a means of assessing the affordability of the current housing market in Orange, housing sales and rentals can be compared with household incomes. With a 2000 median sales price of approximately \$256,000 for a three-bedroom single-family home, only moderate income households can afford to purchase an adequately sized single-family home in Orange. Low income households are able to afford some smaller and older homes and condominiums (median price of \$97,250 for a one-bedroom). However, low income households may not be able to afford the downpayment required to qualify for a mortgage, and may be forced to overpay for housing or live in overcrowded conditions.

In terms of the affordability of rental housing, low and moderate income households can afford all apartment rental options available in Orange. However, very low income households are unable to afford adequately sized units, thereby resulting in unit overcrowding and/or overpayment.

The City has played an active role in the provision of affordable housing, and has approximately 1,153 publicly-assisted low income rental units within the City limits. Almost half of these assisted units are dedicated to seniors, reflecting the City's significant and growing senior population, with the remaining half available to lower income families. Within six projects, there are 464 assisted units that may be at-risk of conversion to market rate housing by the year 2010.

## **Housing Adequacy**

In general, when housing reaches 30 years in age, major rehabilitation improvements begin to become necessary. Over half the City's housing units were built before 1970 and are over 30 years old. This represents a significant proportion of the housing stock. Continued maintenance of the housing stock will be achieved through code enforcement action to correct deficiencies, as well as independent property owner action to upgrade aging structures.

In 2000, City code enforcement staff identified areas within Orange with problem housing, including substandard housing, delayed maintenance, overcrowding, zoning violations, illegal conversions, and inoperable vehicles. These areas are identified in Figure 1 of the Housing Element Technical Background Report. According to the City's 2000 – 2004 Consolidated Plan, approximately 745 single-family and 500 multi-family housing units in Orange are in need of major rehabilitation.

## **Special Needs**

Certain segments of the population may have more difficulty in finding decent, affordable housing due to their special needs. These special groups, as defined by State housing element law, include the elderly, disabled, large households, female-headed households, farmworkers, and the homeless.

### ***Elderly***

The special needs of many elderly households result from their lower, fixed incomes, physical disabilities, and dependence needs. In 1990, 5,701 (16 percent) of the City's households were headed by elderly persons age 65+. This proportion has likely increased as persons in their 50's have aged in place. Of the City's elderly households, approximately one-third are renters, and are faced with significant housing affordability needs in the rising rental market. The City contains approximately 585 assisted rental units for lower income seniors within nine developments, each with long waiting lists.

### ***Disabled Persons***

Physical and mental disabilities can hinder access to traditionally designed housing units as well as potentially limit the ability to earn adequate income. The County of Orange Health Care Agency estimated that in 2000 approximately 3,800 persons in Orange have some type of mental illness. The 1990 Census indicates that approximately six percent of Orange's population has some form of work or mobility disability. Elderly individuals with transportation disabilities comprised over forty percent of the City's disabled population.

### ***Large Households***

Large families are identified as a group with special needs based on the limited availability of adequately sized, affordable housing units. Large families are often of lower income, and may live in overcrowded smaller dwelling units, which accelerates

unit deterioration. According to the 1990 Census, more than 14 percent (5,305 households) of the households in Orange were large families (i.e. comprised of five or more members), of which approximately half were renters. Of the large family renter households, approximately 85 percent experienced one or more housing problems, including overcrowding, overpayment, or substandard housing conditions.

### *Female-Headed Households*

Single-parent households often require special consideration and assistance due to their greater need for affordable and accessible day care, health care, and other supportive services. In particular, female-headed households with children tend to have lower incomes than other types of households, a situation that limits their housing options and access to supportive services. Orange had almost 4,000 female-headed families in 1990, accounting for 11 percent of all households in the City. Almost 12 percent of these households had incomes which fell below the poverty level.

### *Farmworkers*

The 1990 Census indicates that less than one percent (891 persons) of Orange's residents were employed in agriculture, fishing, and forestry. Due to Orange's urban setting and nominal rural farmworker population, housing needs for farmworkers can generally be addressed by overall programs for housing affordability.

### *Homeless*

According to the 1990 Census, there were 159 individuals in homeless shelters in Orange and an additional 11 homeless persons visible on the street. The Orange Police Department confirms that there are no more than a dozen visible homeless in Orange at any given time. Orange County Interfaith Shelter reports serving 250 unduplicated homeless in 1999 with their last address identified as Orange, over 60 percent of whom were children. Six homeless facilities within the City offer temporary housing for women and children, though there are no facilities in the vicinity serving homeless men.

## RESIDENTIAL SITES ANALYSIS

An important component of the Orange Housing Element is the identification of sites for future housing development, and evaluation of the adequacy of this site inventory in accommodating the City's share of regional housing growth as determined by SCAG. A comprehensive assessment of the City's residential site availability is contained in the Housing Element Technical Report (Appendix B). The following summarizes the conclusions of this analysis.

### **Share of Region's Housing Needs (RHNA)**

State law requires jurisdictions to provide for their share of regional housing needs. As part of the RHNA, the SCAG determines the five year housing growth needs for municipalities within its jurisdiction, which includes the City of Orange. In Orange County, the Orange County Council of Governments (OCCOG) was delegated responsibility for developing the RHNA in coordination with the cities and the County. Future housing needs calculations reflect the number of new units needed in a jurisdiction based on households that are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses.

The draft RHNA adopted by OCCOG and SCAG has identified a 1998-2005 future housing need for Orange of 3,205, including 1,030 lower income units. Table H-3 (2<sup>nd</sup> column) shows the income breakdown of these 3,205 units.

Housing units constructed and issued certificates of occupancy since January 1, 1998 can also be counted toward fulfilling the RHNA for this Housing Element cycle. According to the City, a total of 908 dwelling units were constructed between January 1, 1998 and April 2000, leaving the City with a remaining RHNA of 2,297 units (Table H-3, 3<sup>d</sup> column). Of these newly constructed units, 87 are within a market rate senior rental project renting at levels affordable to moderate income households. A luxury apartment complex has been also been constructed on a prior shopping center site, the 281-unit Meridian Apartments at Town & Country, with rents in the moderate income range. Finally, 169 attached single-family homes were developed during the same period at levels affordable to moderate income households, and 371 detached single-family homes were developed for above moderate income households.

**TABLE H-3  
REGIONAL HOUSING GROWTH NEED BY INCOME GROUP**

Income Group	Total RHNA (1/1/98-6/30/2005)	Housing Units Constructed	RHNA Remaining	Density Guidelines	Site Inventory Feasible Units Capacity
Very Low Income	635	0	635	=20 units/acre	969 – 1,319 <sup>1, 2</sup>
Low Income	395	0	395		
Moderate Income	657	537	120	=8 units/acre	512 <sup>3</sup>
Above Moderate Income	1,518	371	1,147	less than 8 units/acre	2,391 <sup>4</sup>
Total	3,205	908	2,297		3,872-4,222 <sup>1, 5</sup>

<sup>1</sup> Range is due to the estimated 500-850 village residential units in Uptown Orange Strategy Plan Area.

<sup>2</sup> Capacity includes Sites 3, 7, 8, 10, 17 low inc. units on Site 11, 12, 13, and 380 MDR apts on Site 14.

<sup>3</sup> Capacity includes Sites 1, 2, 50 market units on Site 11, 177 MDR condos on Site 14, and 200 MF units on Site 15.

<sup>4</sup> Capacity includes Sites 4, 5, 6, all LDR and LMDR on Site 14, 900 SFD units on Site 15, and Site 16.

<sup>5</sup> The feasible units capacity does not include Sites 9, A and B.

Source: City of Orange, 2000.

#### **Residential Development Potential Compared with Regional Housing Needs**

The residential sites analysis contained in the Technical Report identifies residentially zoned sites adequate to accommodate 3,872-4,222 new units, including a mix of both single-family and higher density multi-family development. Based on the analysis contained in the Housing Element Technical Report, residential sites can be assigned to the RHNA income categories based on the following general development density and affordability guidelines:

- Lower Income - min. 20 units per acre
- Moderate Income - min. 8 units per acre
- Above Moderate Income - less than 8 units per acre

As indicated in Table H-3, the City has provided zoning at appropriate densities to accommodate approximately 970 to 1,320 new lower income units. Very low income

housing will require some form of subsidy regardless of density, and based on the four Redevelopment Agency assisted projects currently coming on-line, the City already has 44 new very low income units in the pipeline. Additional very low income units will likely be provided through density bonuses, through future Redevelopment Agency assisted projects, and through regulatory, density and financial incentives to be offered in Uptown Orange. The City has also provided for the development of over 510 units at densities which should offer affordability to moderate income households, well exceeding the remaining RHNA of 120 moderate income units.

While not resulting in the construction of new lower income housing, the City's acquisition and rehabilitation program also provides for additional housing opportunities for very low and low income households. The two acquisition and rehabilitation projects currently under development in Orange, will result in the restriction of 47 units for rent to low and very low income households. These are not included in the Table H-3 as part of the vacant sites survey.

## SUMMARY OF PAST HOUSING ACCOMPLISHMENTS

State Housing Element law requires communities to assess their achievements under adopted housing programs as part of the five-year update to their housing elements. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints).

The following section summarizes Orange's past housing success by comparing the issue areas and housing programs identified in the 1993 Housing Element to the amount of housing or assistance actually provided. The continued appropriateness of each program for the updated 2000-2005 Housing Element is then evaluated and tailored to fit the changing conditions in Orange as needed.

### **ISSUE 1: CONSERVING AND IMPROVING EXISTING AFFORDABLE HOUSING**

#### **Housing Rehabilitation Programs (1993 Program #1)**

Assistance for the City of Orange Home Improvement Programs is allocated from Federal Community Development Block Grant funding and Orange Redevelopment Agency 20% Housing Set-Aside funds. Senior citizens are encouraged to apply. The following programs are available: 6% Low Interest Loan Program (LIL), Deferred Payment Loan Program (DPL), and Homeowner Participation Program (HOPP).

**1993 Housing Element Goal:** Provide rehabilitation/home improvement assistance to 100 households in five years, or 20 households annually, through various Home Improvement Programs.

**Accomplishments:** Between fiscal year 89/90 through 99/00, Orange provided rehabilitation/home improvement assistance to 155 income-eligible households, or approximately 14 households annually. An additional \$250,000 in funding has been budgeted for fiscal year 2000/01, to provide 25 households with rehabilitation/home improvement assistance. Given the age of the City's housing, it is important for the City to continue to provide rehabilitation/home improvement assistance to qualifying households.

#### **Rental Rehabilitation Program (1993 Program #1)**

HUD Section 17 funding previously used for this program has been discontinued.

**1993 Housing Element Goal:** Study the potential use of Redevelopment Housing Set-Aside funds to support future rental rehabilitation efforts.

**Accomplishments:** Currently, Orange uses Redevelopment Housing Set-Aside funds to assist project-specific rental rehabilitation activities. Since 1989, the Orange Redevelopment Agency has provided financial assistance for the acquisition and

rehabilitation of Citrus Village, a 47-unit project with 22 affordable units; Villa Santiago, a 255-unit affordable apartment complex; Plaza Gardens Apartments, a 56-unit affordable project; Orange Garden Apartments, a 24-unit affordable complex; Adams Triplex I, II, and III, three triplexes with a total of nine affordable units; and Rose Avenue Apartments, a 6-unit affordable project. Rehabilitation of existing rental units remains an important goal of the City to stabilize neighborhoods and improve living conditions among the City's renters.

#### **Enforcement of Uniform Housing Code/Code Enforcement Grant Program (1993 Program #1 and #2)**

The Code Enforcement Grant Program was created to assist those homeowners cited for code violations with insufficient income to repair deficiencies. Homeowners were assisted with a grant to bring property into compliance with City code requirements. The maximum grant was \$5,000 and there was no repayment required providing homeowners did not exceed Level 3 income guidelines.

**1993 Housing Element Goal:** Complete 300 housing inspections per month.

**Accomplishments:** The current level of residential code enforcement activities is estimated at approximately 164 housing inspections per month (including property maintenance and substandard housing). The number of inspections is dependant on the number of available staff and code complaints received. Orange has formed the NET program which consists of staff from a variety of departments and works to eradicate blight. The NET program occurs four times a year and targets specific areas in Orange that have been identified as blighted areas. The City is also in the process of hiring an additional code enforcement officer to expand residential code enforcement efforts.

Orange discontinued the Code Enforcement Grant Program in fiscal year 1996/97 as households cited with code violations were primarily upper income. To ensure that the City's limited funding targeted lower income households, the Code Enforcement Grant Program was discontinued and the available funding reallocated to other programs, such as rehabilitation of affordable rental units, that do support lower income households.

#### **Conservation of Existing and Future Affordable Housing (1993 Program #3)**

The 75-unit Casa Ramon was identified as a prepayment-eligible project at risk of converting to market rate housing during the 1993 Housing Element planning period.

**1993 Housing Element Goal:** Conserve the long-term affordability of existing and future units in Orange.

**Accomplishments:** Orange has worked with the owners of this project to ensure its continued affordability. A partnership of the Orange Housing Development Corporation and Related Capital acquired the project in July 2000. As a tax credit funded project, the units have a 55-year affordability term. The project is no longer considered to be at-risk.

In addition to working with the owners of Casa Ramon, the City also worked with the owners of the Palmyra Apartments, a privately-owned complex at-risk of losing affordability covenants on 20 units in 2007. This project was originally funded with mortgage revenue bonds. The City worked with the owner to refinance the existing bonds, but the property owner chose to utilize private financing because it was more economically feasible. The City will continue to work with the owner of this project to ensure the continued affordability of the 20 at-risk units.

#### **Mobile Home Park Rental Assistance Program (1993 Program #4)**

Orange assists very low income, senior mobile home park residents by providing a monthly subsidy payment to bridge the gap between 30 percent of household income and monthly housing costs.

**1993 Housing Element Goal:** Continue to offer rental assistance to at least 25 income-eligible mobile home occupants.

**Accomplishments:** In fiscal year 1989/90, mobilehome assistance was provided to 50 households. As current tenants leave the program, the rent subsidies are phased out and the number of households assisted by this program decreases. Orange presently provides \$50,000 in annual funds to operate this program and assists 10 households.

#### **Section 8 Rental Assistance/Vouchers (1993 Program #5)**

The City of Orange contracts with the County of Orange Housing Authority (OCHA) to administer the federally-funded Section 8 Rental Assistance program.

**1993 Housing Element Goal:** Provide Section 8 rental assistance to 496 households and continue to pursue additional Section 8 allocations.

**Accomplishments:** According to information from the OCHA, a total of 570 households (as of April 2000) were receiving rental housing assistance payments. Of these households, 133 were elderly, 83 were disabled, and 354 were families. There were 335 households on the waiting list. Of these, 68 were elderly, 62 were disabled, and 205 were families. The estimated waiting period to receive Section 8 assistance is one to four years. Orange will continue to support the Section 8 rental assistance program and support OCHA's applications for additional Section 8 allocations.

### **Home Sharing Program (1993 Program #6)**

Orange's Senior Center operates a home sharing/home finding service intended to match lower-income, single householders with similar persons seeking to share housing costs. This service benefits the elderly in particular by allowing them to reduce housing costs and to have another person in a home who may help meet the special physical needs of the elderly. Orange's Shared Housing Program is administered by the Orange Senior Center through one part-time employee provided through the Senior Training for Employment Program (STEP).

**1993 Housing Element Goal:** Advertise the shared housing program through placement of program brochures in key locales throughout the community and make at least 12 matches per month.

**Accomplishments:** The program was temporarily discontinued two to three years ago when the program administrator left the position. According to staff records, prior to the termination of the program, 106 matches were made during the 12-month period between March 1995 and February 1996, or about 9 matches per month. The program was recently reinitiated in April 2000, and since then 14 home providers, 26 room seekers, and five apartment seekers have signed up for the service. Because the program was inactive until recently, participation is low, but increased public awareness of the program will increase the number of participants. Orange will continue to support the Shared Housing Program and assist in increasing the public awareness of the program.

### **Reverse Mortgage (1993 Program #7)**

A fixed-term reverse mortgage allows older homeowners the opportunity to borrow against their home equity. Typically, the loan is repaid at the time the property is sold.

**1993 Housing Element Goal:** Continue to coordinate with lending institutions and inform senior residents of the reverse mortgage programs available. Continue to provide technical assistance to interested seniors.

**Accomplishments:** This program has been terminated due to low participation level, and concerns regarding the City's involvement in advising seniors to "cash-in" on their home equity.

### **First Time Homebuyer Program (1993 Program #8)**

Orange offers deferred payment loans for first time homebuyers.

**1993 Housing Element Goal:** Continue to utilize Redevelopment Housing Set-Aside funds to support this program in the amount of \$200,000 per year.

**Accomplishments:** Between 1989 and February 1996, Orange allocated \$1,800,000 in Redevelopment Housing Set-Aside funds to provide deferred interest loans for first time

homebuyers. A total of 125 households were assisted, for a total loan amount of \$2,203,727. Funding was not allocated for the program during 1997-8 and 1998-9 due to declining participation. Due to an increased number of inquiries, the program was reinstated in fiscal year 1999/2000. The Redevelopment Agency allotted \$675,000 in funding for this program in Fiscal Year 1999/2000. The Redevelopment Agency will continue to promote the First Time Homebuyers program to increase the number of households assisted by the program.

#### **Senior Housing (New Program)**

Within Orange, approximately 586 units in nine affordable, publicly-assisted projects are restricted for rental to seniors with low and very low incomes, as shown in Table H-4. Orange also contains hundreds of older apartments and mobile homes, which have historically been available to seniors at affordable rents, but which may not adequately address the accessibility needs of seniors. The City has worked to provide additional affordable senior housing units and preserve those existing projects.

**TABLE H-4  
ASSISTED SENIOR HOUSING PROJECTS**

<b>Project</b>	<b>Address</b>	<b>Total Units</b>	<b># of Restricted Units</b>
Community Garden Towers	3919 Garden Grove Blvd.	210	210
Garden Tower West	4001 Garden Grove Blvd.	122	122
Triangle Terrace	555 S. Shaffer	75	75
Orchid Gardens	1051 N. Glassell	33	17
Pixley Arms	537 W. Almond Ave.	15	15
Harmony Creek Apartments	1616 E. Rock Creek Dr.	83	83
Alice Clark Orange Blossom Apt.	141 E. Walnut Ave.	4	4
Fairway Manor/Chestnut Place	1745 E. Fairway Dr.	50	50
Palmyra Apartments	301 S. Glassell	50	10

**Accomplishments:** Between 1989 to the present, Orange assisted with the construction or acquisition/rehabilitation of the following senior projects: Fairway Manor/Chestnut Place (50 affordable units); Pixley Arms (15 affordable units); Alice Clark Orange Blossom Apartments (4 affordable units); and Harmony Creek Apartments (83 affordable units). Given the City's growing senior population, the City will continue to support the development of rental housing targeting elderly residents.

## **ISSUE 2: PROVISION OF ADEQUATE HOUSING SITES**

### **Land Use Element/Zoning Ordinance (1993 Program #9)**

It was the City's intent to achieve adequate housing sites that offer a range of housing types and styles through planning and regulatory changes to the Land Use Element and Zoning Ordinance to fulfill the City's RHNA. The City's RHNA for the 1989-2000 element cycle was 3,857 units, with 650 units for very low, 877 for low, 824 for moderate, and 1,505 for upper income households.

**1993 Housing Element Goal:** Provide zoning at appropriate densities which will provide the opportunity for developers to help fulfill the City's share of regional housing needs. Initiate efforts to amend the General Plan to include a Medium High Density category that would allow densities of 25 to 36 units per acre.

**Accomplishments:** As part of the 1993 Housing Element update, Orange evaluated the availability of sites to address regional housing needs, and was successful in identifying adequate sites zoned at appropriate densities to fulfill its needs. Staff discussions with City electorate have indicated that creation of a Medium High Density category would not be an appropriate strategy for Orange, and that higher density development will be focused in Mixed Use areas and in the East Orange area. Orange did adopt an Affordable Housing Ordinance that allows for density bonuses and other concessions for affordable housing projects. In addition, through the Consolidated Plan effort, Orange has evaluated its housing needs and has established acquisition and rehabilitation as a priority housing strategy. Orange has a large stock of older apartment complexes in substandard condition, and is focusing on public/private partnerships for acquisition and rehabilitation of such structures as a cost-effective way of providing affordable housing.

Despite the recession, the City made significant progress in addressing its regional housing needs during the prior planning period as shown in Table H-5. A total of 3,397 housing units were constructed between June 1989 and December 1997, representing 88 percent of the City's allocated RHNA. Specifically, the City provided 147 very low income units, 637 low income units, and 713 moderate income units (or 64 percent of the RHNA for low and moderate income households). Based on average sales and rental costs in Orange, single-family detached units were all placed in the upper income category, 2/3/4-plexes and attached single-family units in the moderate income category, and apartments in the low income category. Five affordable deed restricted projects (Fairway Manor/Chestnut Place, Alice Clark Apartments, Harmony Creek, Pixley Arms, and Walnut Court) were developed during this period and provided 147 very low and 12 low income units.

**TABLE H-5**  
**1989-1997 RHNA ACCOMPLISHMENTS**

<b>Income Category</b>	<b>1989-1997 RHNA Goal</b>	<b>1989-1997 Accomplishments</b>	<b>% of RHNA Achieved</b>
Very Low	650	147	23%
Low	877	637	73%
Moderate	824	713	86%
Upper	1,505	1,900	126%
<b>Total</b>	<b>3,857</b>	<b>3,397</b>	<b>88%</b>

The primary reason that Orange fell slightly below its RHNA was the recession and poor economy in the early and mid-1990's which slowed the production of housing throughout Southern California. In addition, the slow economy resulted in The Irvine Company deciding not to develop the East Orange General Plan area located Orange's Sphere of Influence, which the City was going to annex. Now that the economy has improved, The Irvine Company is proceeding with development plans for the East Orange area and is working with the City of Orange on a phased annexation of this area into the City.

#### **Multiple Family Development Sites (1993 Program #10)**

A specific plan for the Santa Fe Depot Area was in progress during the 1993 Housing Element Update. This specific plan covers a 43-acre area surrounding the Santa Fe Depot, where a commuter rail stop is now in service. The 10-acre site (Anaconda Manufacturing properties) adjacent to the Santa Fe Depot is identified in the 1993 Housing Element as suitable for multi-family housing development.

Two shopping centers "Town and County" and "The City" are identified in the 1993 Housing Element as potential sites for mixed-use development of commercial and low and moderate income housing uses. These two sites were zoned for Commercial Mixed-Use developments.

**1993 Housing Element Goal:** Pursue relocation of the Anaconda Manufacturing properties and make Redevelopment funding and relocation assistance to owners. Investigate the possibility of cooperating with the property owners of "Town and Country" and "The City" (now "The Block") shopping centers to initiate future housing projects in conjunction with other multi-use facilities.

**Accomplishments:** the City has adopted the Santa Fe Depot Area Specific Plan which sets out design guidelines and development standards for the area. The adopted specific plan does not include the area north of Maple, where the proposed residential development was to be located. As a result, the Anaconda Manufacturing properties are still zoned for industrial uses. The City Council is interested in considering alternative plans for residential development in this area, but the owners of the property have not approached the City with any residential development proposals.

An upscale apartment complex was developed in the Town & Country/The Block area. The Meridian Apartments was built at a density of 56 units per acre, and offers 281 rental units renting at levels affordable to moderate income households.

#### **Site Suitability Criteria (1993 Program #11)**

Low and moderate income housing should be developed on sites which are adequate and suitable for such development.

**1993 Housing Element Goal:** Continue to utilize the California Environmental Quality Act (CEQA) process to evaluate the suitability of housing sites for affordable housing developments.

**Accomplishments:** City Planning staff will continue to use CEQA as well as site locational criteria for low income housing such as accessibility to public transit and services, in reviewing affordable housing projects.

#### **ISSUE 3:        ASSIST IN DEVELOPMENT OF AFFORDABLE HOUSING**

#### **Sites for Homeless Shelters/Transitional Housing (1993 Program #12)**

The 1990 Census reported a total of 170 homeless persons in Orange, of which 159 were located within homeless shelters.

**1993 Housing Element Goal:** Continue to support efforts by non-profits to expand the transitional and temporary housing units with support services in Orange. Investigate the possibility of City use of the Shelter Plus Care program which links supportive services to rental assistance for homeless persons with disabilities and their families.

**Accomplishments:** Staff from Orange have attended trainings regarding the Shelter Plus Care program and has determined that such a program is a more appropriate source of funding for non-profit organizations than for Orange itself. However, Orange will support non-profit organizations seeking such funding. As part of Orange's Consolidated Plan, the City has established CDBG funding support for non-profit homeless and social service agencies serving Orange as a priority strategy to assist the homeless. Orange will continue to implement the Consolidated Plan on an annual basis.

#### **Affordable Housing Plan (1993 Program #13)**

Preparation of an Affordable Housing Plan to identify a comprehensive program to provide adequate housing for all residents of the City of Orange.

**1993 Housing Element Goal:** Finalize and implement Affordable Housing Plan.

**Accomplishments:** Orange adopted the Affordable Housing Plan in 1994. Under the plan, affordable housing projects usually receive a density bonus and other concessions. Senior housing projects are generally provided additional concessions. The specific concessions awarded to an individual project are decided by the City Council once it has reviewed the project and the specific concessions requested. Orange will continue to implement the Affordable Housing Plan to encourage the development of affordable housing.

#### **Affordable Housing Ordinance/Density Bonus (1993 Program #14)**

As part of the 1993 Housing Element, Orange was considering adoption of an "Affordable Housing Ordinance" and a "Density Bonus Ordinance" to provide incentives for development of affordable housing projects.

**1993 Housing Element Goals:** Develop a Density Bonus Ordinance and an Affordable Housing Ordinance which will define "additional regulatory concessions" to be offered. Adopt a revised Zoning Ordinance to establish density bonus criteria, second unit criteria and provisions for Single-Room Occupancy (SRO) housing.

**Accomplishments:** Orange has revised the Zoning Ordinance and adopted the Affordable Housing Ordinance in 1993. Since 1989 the City has provided density bonuses to a number of affordable and senior housing developments, including Pixley Arms, Harmony Creek Apartments, Orchid Gardens, and Chestnut Place. Several projects which are currently under construction or in the planning stages have also been awarded density bonuses through the revised Zoning Ordinance, including the La Plata Senior Housing and Creekview Senior Community projects. The standards for Single-Room Occupancy (SRO) housing were not adopted as part of Zoning Ordinance revision process, and are no longer considered an appropriate program for the City. Orange will continue to provide density bonuses and/or concessions to affordable housing projects consistent with the Zoning Ordinance.

#### **Land Assemblage and Write-Down (1993 Program #15)**

Orange can utilize CDBG, HOME and Redevelopment Housing Set-Aside funds to write-down the cost of land for development of low and moderate income housing.

**1993 Housing Element Goal:** Pursue development of affordable housing on two sites through land write-down assistance.

**Accomplishments:** The Orange Redevelopment Agency provided assistance to Orange Housing Development Corporation (OHDC) in the development the seven-unit Walnut Court for family housing and the 15-unit Pixley senior housing complex. Assistance was provided in the form of land assemblage. Target tenants for both projects are households earning less than 45 percent of the County median income. The Redevelopment Agency will continue to assist developers of affordable housing, utilizing land assemblage if applicable.

### **Mortgage Revenue Bond Financing (1993 Program #16)**

Tax-exempt bonds can be issued to provide funds for construction and mortgage loans to encourage development of affordable rental housing.

**1993 Housing Element Goal:** Encourage prospective developers to take advantage of available bond financing through the County of Orange.

**Accomplishments:** To encourage affordable housing development, the City issued \$13 million in revenue bonds for the acquisition and rehabilitation of the 255-unit Villa Santiago project. The Palmyra Apartments were also originally financed through multi-family mortgage revenue bonds issued through the Orange Redevelopment Agency. As discussed previously, Orange worked with the owners of the complex to refinance the bonds, but private financing was more economically feasible. Mortgage Revenue Bond financing is included in the Housing Element Technical Report as a potential financial resource for the provision of affordable housing.

### **Non-Profit Housing Development Corporation (1993 Program #17)**

OHDC is a non-profit housing developer based in the City of Orange. Start-up costs to establish OHDC were funded through Orange's Housing Set-Aside funds.

**1993 Housing Element Goal:** Support the efforts of non-profit organizations and citizen groups to facilitate the provision of low cost housing.

**Accomplishments:** OHDC is a non-profit housing developer based in the City of Orange. Start-up costs of \$400,000 to establish OHDC were funded through the City's redevelopment Housing Set-Aside funds. OHDC has constructed or rehabilitated a total of 914 units in California since 1992 including 224 units within the City of Orange; and currently has an additional 10 units within the City of Orange in predevelopment, including Villa Modena, a 5-unit project for large families. OHDC recently purchased and will rehabilitate Casa Ramon (75 units), the Wilson Avenue Apartments (20 units), and the Esplanade Street Apartments (27 units). Affordable housing projects completed by OHDC within Orange include: Chestnut Place/Fairway Manor (50 units); Harmony Creek (83 units); Adams I, II and III (9 units); Rose Avenue (6 units); Alice Clark Orange Blossom (4 units); Parker Apartments (3 units); Pixley Arms (15 units); and Walnut Court (7 units). Orange will continue to work closely with OHDC, as well as other housing non-profits, to support their efforts to provide affordable housing for the residents of Orange.

### **Pursue Affordable Housing Funding Sources (1993 Program #18)**

A variety of federal and state funding sources are available for affordable housing development.

**1993 Housing Element Goal:** Pursue the possibility of forming a consortium with other communities in Orange County to apply for HOME funds and other funding sources.

**Accomplishments:** Orange has become a participating jurisdiction to receive HOME funds directly from HUD. Orange receives approximately \$470,000 annually in HOME funds from HUD and will continue to use these funds to help provide additional affordable housing opportunities.

#### **ISSUE 4: REMOVE GOVERNMENTAL CONSTRAINTS**

##### **Zoning Ordinance (1993 Program #19)**

The City of Orange Zoning Ordinance specifies the standards for the development of residential properties in Orange and limits density to the maximums set forth in the Land Use Element.

**1993 Housing Element Goal:** Continue to monitor the Zoning Ordinance to ensure that the standards do not excessively constrain affordable housing development. Adopt a revised Zoning Ordinance that would establish density bonuses, second unit criteria, and provisions for Single Room Occupancy housing.

**Accomplishments:** Refer to accomplishment discussion for Program #9, Land Use Element/Zoning Ordinance.

##### **Development Fees (1993 Program #20)**

Various fees and assessments are charged by the City to cover the costs of processing permits and providing services and facilities. However, these fees can contribute substantially to the cost of housing and constrain affordable housing development.

**1993 Housing Element Goal:** Study the feasibility of granting a partial fee waiver for projects with units set-aside for lower income households.

**Accomplishments:** While Orange has not adopted a fee waiver program, certain projects have received a fee reimbursement from the Redevelopment Agency. The Redevelopment Agency completes a project by project review to determine if specific development projects qualify for a fee reimbursement. Projects that do qualify must enter into an affordable housing agreement with the Redevelopment Agency to ensure the affordability of assisted units. The Redevelopment Agency will continue to review affordable housing projects on a one-by-one basis to determine whether they qualify for a fee reimbursement.

### **Expedited Project Review and Hearing Process (1993 Program #21)**

Delays in the project review and hearing process can contribute to the cost of housing.

**1993 Housing Element Goal:** Continue to implement a one-stop process for development review. Study methods to streamline the hearing process for affordable housing projects.

**Accomplishments:** Orange continues to implement an up-front, one-step, interdepartmental review process to assist applicants in identifying issues early at the conceptual planning stage, prior to the development of detailed, construction plans. The Staff Review Committee provides developers with a single point of initial contact. Currently this process allows projects to reach Planning Commission in two months. Based on the constraints imposed by state legislated time requirements for project review, there is little additional project expediting that Orange can implement to reduce the time required for project review.

### **ISSUE 5: PROMOTE EQUAL HOUSING OPPORTUNITY**

#### **Fair Housing (1993 Program #22)**

Orange contracts with the Fair Housing Council of Orange County to provide fair housing services to its residents.

**1993 Housing Element Goal:** Continue to ensure open housing practices for all residents.

**Accomplishments:** Between July 1994 through June 2000, the Fair Housing Council of Orange County assisted clients with approximately 3,000 landlord/tenant dispute resolutions and approximately 160 clients with housing discrimination complaints. Orange will continue to contract with a fair housing group to ensure that fair housing complaints are addressed and resolved.

## **HOUSING PROGRAMS**

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The goals and policies contained in the Housing Element address Orange's identified housing needs and are implemented through a series of housing programs. Housing programs define the specific actions Orange will take to achieve specific goals and policies. The summary at the end of this section (Table H-4) specifies for each program the following: five year objective, funding sources, and agency responsible for program implementation.

The City of Orange's overall housing program strategy for addressing its housing needs has been defined according to the following issue areas:

- X Conserving and improving the condition of the existing stock of affordable housing.
- X Providing adequate sites to achieve a variety and diversity of housing.
- X Assisting in the development of affordable housing.
- X Removing governmental constraints as necessary.
- X Promoting equal housing opportunity.

### **Conserving and Improving Existing Affordable Housing**

Housing rehabilitation includes major efforts to improve property, and physical alterations to structures aimed at converting the type or number of units. The goal of housing preservation is to protect the existing quality and investment in housing to avoid a degree of physical deterioration that will require a larger rehabilitation effort to restore quality and value. The accepted standard for major housing improvement needs is after 30 years. In 2000, approximately 53 percent of Orange's housing units were over 30 years old, indicating the potential need for rehabilitation and continued maintenance of half of the housing based on age alone.

In addition to rehabilitation efforts, the City has established conservation of the existing stock of affordable housing as a high priority. Conservation programs contained in the Element include programs to monitor units at risk of converting to market rate and direct assistance to ensure continued subsidies; Section 8 rent subsidies; and shared housing.

#### **1. Single Family Rehabilitation**

The Rehabilitation Program represents a major effort to maintain and improve the aging housing stock. The program provides financial assistance to property owners applying for home improvement loans, and is funded through CDBG funds. The

City increases the financing power of these public funds through use of a Revolving Fund to collateralize loans. Property owners with sufficient incomes to sustain reduced-interest payments can obtain subsidized financing through an agreement with a local lending institution. Eligibility of loans is determined by the applicant's gross annual household income.

Orange will continue to operate an active housing rehabilitation program, combined with code enforcement efforts, to upgrade and maintain its housing stock. The following types of assistance are available under Orange's Rehabilitation Program:

- a. **Low Interest Loan:** Orange has entered into an agreement with a local lender to process loans at a designated interest rate (currently 6%). A subsidy in the amount of the difference between the lender's predetermined rate and the designated interest rate is provided by Orange. The maximum loan amount available to a homeowner is \$35,000, and the maximum loan term is 15 years.
- b. **Deferred Payment Loan:** A direct loan is made from Orange to qualified owner-occupants for rehabilitation activities, secured by a Deed of Trust against the property. Principal and interest of 2% is due upon sale or transfer of the property or at the end of 15 years. The maximum loan amount (up to \$25,000) is available to owner-occupants who do not meet participating lender qualifications under the Low Interest Loan Program.
- c. **Homeowner Participation Program:** Under this program, low and moderate income owner-occupants are eligible for reimbursement grants to cover a portion of rehabilitation costs. Orange will reimburse the owner 50 percent of project costs (up to \$2,000) for very low income households, and 25 percent of the project costs (up to \$1,000) for low income households.

**2000-2005 Program Objectives:** Continue to offer several housing rehabilitation program options, with a goal of providing rehabilitation assistance to 20 households annually.

## 2. Code Enforcement

Code enforcement is one means to ensure that the character and quality of neighborhoods and housing is maintained. To this end, the City's Code Enforcement Division enforces State and local regulations governing building and property maintenance on a City-wide basis. To augment code enforcement efforts and eradicate blight in identified problem areas, the City has established a NET approach. The NET consists of staff from a variety of departments (Community Development, Police, and Fire) who work in coordination with property owners to address code violations within a targeted neighborhood.

**2000-2005 Program Objectives: Continue to implement a City-wide code enforcement program, and a targeted program using the NET approach. Complete four neighborhoods under the NET program on an annual basis. Provide information regarding available rehabilitation assistance.**

**3. Conservation of Affordable Units**

A total of 464 units in five projects in Orange are at-risk of losing some or all of their affordability controls prior to July 1, 2010. While four of these at-risk projects are owned by non-profits and are at low risk of conversion, the City will play a proactive role in maintaining its stock of assisted housing. The City's objective is to retain, and if unable to retain, replace as low income housing all 464 at-risk units in Orange through the following actions:

**a. *Monitor Units at Risk***

The City will monitor at-risk projects through maintaining contact with property owners regarding their long term plans for the projects. On Community Garden Tower and Garden Tower West, the City will maintain an ongoing dialogue with the non-profit controlled limited partnership regarding purchase under HUD's mark-up-to-market program, and award of tax exempt bonds and tax credit financing for rehabilitation improvements.

**b. *Working with Potential Non-Profit Purchasers***

Establish contact with public and non-profit agencies interested in purchasing and/or managing units at-risk to inform them of the status of Palmyra Apartments, the only at-risk project owned by a for-profit organization. Where feasible, provide technical assistance to these organizations with respect to financing. Coordinate with the Orange County Affordable Housing Clearinghouse in assisting priority purchasers to obtain financing.

**c. *Tenant Education***

California Notification requirements on at-risk units require that property owners intending to prepay or opt-out of affordability restrictions provide six to twelve-month notice to tenants and affected parties of the owner's intent to opt out of low income use restrictions. The City will work with tenants of at-risk units and provide them with education regarding tenant rights and conversion procedures.

**d. *Rental Subsidies***

The most cost effective means of preserving the City's at-risk projects is through provision of locally funded rents subsidies. Should any of the at-risk

projects be at imminent risk of conversion, the City will evaluate use of local funds to provide rent subsidies necessary to maintain affordability.

*e. Provide New Affordable Housing*

The Redevelopment Agency has a commitment to provide affordable housing. In addition to new construction, the Agency provides affordable housing by financing the acquisition and rehabilitation of existing apartments and establishing long-term affordability controls. Agency activities to expand the supply of affordable housing will serve to offset any losses to the stock of assisted housing.

**2000-2005 Program Objectives: Implement the following actions to protect, and if unable to preserve, replace at-risk units: 1) Monitor at-risk units; 2) Work with potential non-profit purchasers; 3) Provide tenant education; 4) Pursue rent subsidies; and 5) Provide new affordable housing.**

**4. Mobile Home Park Rental Assistance Program**

The City provides rental assistance to very low income senior mobile home park residents paying more than 50 percent of their income on housing costs. The program provides monthly rental assistance to eligible senior residents equal to the difference between the household's monthly housing costs and 30 percent of their income.

This program is currently assisting ten senior mobile home park tenants. As the existing participants leave the program, the program will be phased out.

**2000-2005 Program Objectives: Continue to offer rental assistance to existing participants in the mobile home rental assistance program.**

**5. Section 8 Rental Assistance Program**

The Section 8 rental assistance program extends rental subsidies to lower income families and elderly that spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30 percent of the monthly income and the actual rent. Most Section 8 assistance is issued to the recipients as vouchers, which permit tenants to locate their own housing and rent units beyond the federally determined Fair Market Rent in an area, provided the tenants pay the extra rent increment.

As of April 2000 there were 570 households in Orange receiving Section 8 rental assistance. Of these households, 133 were elderly, 83 were disabled, and 354 were families. There were 335 households on the waiting list. Of these, 68 were elderly, 62 were disabled, and 205 were families. The estimated waiting period to receive Section 8 assistance is one to four years.

**2000-2005 Program Objectives: Continue providing Section 8 rental assistance to a minimum of 570 households through OCHA. Encourage landlords to list rental properties with the Housing Authority.**

## **6. Home Sharing**

Orange's Senior Center operates a home sharing/home finding service intended to match lower-income, single householders with similar persons seeking to share housing costs. This service benefits the elderly in particular by allowing them to reduce housing costs and to have another person in a home who may help meet the special physical needs of the elderly. Orange's Shared Housing Program is administered by the Orange Senior Center through one part-time employee provided through the Senior Training for Employment Program (STEP). The STEP is a federally funded program that employs low income seniors.

**2000-2005 Program Objectives: Assist in advertising the shared housing program through placement of program information in key locales throughout the community.**

## **Provision Of Adequate Sites**

A key element in satisfying the housing needs of all segments of the community is the provision of adequate sites for housing of all types, sizes, and prices. This is an important function in both zoning and General Plan designations.

## **7. Land Use Element/Zoning Ordinance**

Planning and regulatory actions to achieve adequate housing sites offering a range of housing types and styles include the Land Use Element of the General Plan and the zoning ordinance. A variety of residential types are provided for in Orange, ranging from 0.1 to 24 units per acre, with higher densities achievable through density bonus provisions and as part of mixed-use development projects. The residential development capacity under the existing Land Use Plan is adequate to meet Orange's share of regional housing needs, which have been identified as 3,205 units through June 2005.

**2000-2005 Program Objectives: Continue to provide a range of densities through zoning and general plan designations. Maintain an up-to-date residential sites inventory, and provide to interested developers.**

## **8. Uptown Orange and West Chapman Revitalization Areas**

The Uptown Orange Land Use Plan presents a strategy to create an urban residential and commercial village on approximately 70 acres of land located in the western gateway into the City. With realignment of the freeway and arterials in this area, combined with two significant vacant parcels (former Orange Drive-In theatre and vacant Cinedome properties), approximately one-third of the area lies vacant. The Plan provides for approximately 500 to 850 village residential units, and includes incentives to the private sector to develop quality urban housing and other desired amenities including affordable housing, mixed-use retail, implementation of public spaces, integration of public art, and development of loft style housing over the retail uses. The City is also processing a Specific Plan and EIR to be adopted in 2001. The Plan will establish minimum densities of 24 units/acre, and will articulate additional regulatory and financial incentives for inclusion of affordable units.

The West Chapman Avenue Vision and Redevelopment Strategy Plan presents a longer term opportunity for residential redevelopment along the 50 acre Chapman Avenue corridor from Main Street to the 57 freeway. The City plans to widen Chapman Avenue from two to three lanes in each direction over the next 2-3 year period. As certain commercial properties are made non-viable through the road widening, there may be the potential for the integration of multi-family uses in some locations. At this time, the location and number of units resulting from implementation of the West Chapman Plan is unknown.

**2000-2005 Program Objectives: Adopt a Specific Plan and EIR for the Uptown Orange area in 2001-2002, and establish minimum densities of 24 units/acre. Actively pursue implementation of the Uptown Orange and West Chapman Avenue Redevelopment Strategy Plans during this housing element period, and provide density bonus, regulatory and Redevelopment Set-Aside incentives for integration of housing in these areas.**

## **9. Multi-Family Acquisition and Rehabilitation**

In addition to the provision of sites for new construction, an important component of Orange's housing strategy is identification of existing multi-family structures for upgrading and provision as affordable housing. Orange contains numerous older apartment complexes, many in substandard condition, with potential for acquisition and rehabilitation. Acquisition and rehabilitation is often more cost-effective than new construction of affordable units, and provides the additional benefit of improving the stock of dilapidated multi-family housing in Orange.

The Redevelopment Agency has assisted for-profit developers to acquire and rehabilitate numerous projects, including: Citrus Village, a 47-unit project with 22 affordable units; Villa Santiago, a 255-unit affordable apartment complex; Plaza Gardens Apartments, a 56-unit affordable project; and Orange Garden Apartments, a 24-unit affordable complex. The Agency also assisted the non-profit OHDC with the acquisition and rehabilitation of Adams Triplex I, II, and III, three triplexes with a total of nine affordable units; and Rose Avenue Apartments, a 6-unit affordable project.

In addition, the Agency provided financial assistance to OHDC to acquire and rehabilitate 27 units located at 264-280 South Esplanade Street and 20 units located at 1924 and 1934 East Wilson Street. All 47 units will remain affordable for 55 years. The Esplanade project consists of three low income units and 24 very low income units. The 20 Wilson units are restricted for very low income households.

**2000-2005 Program Objectives: Continue to utilize Redevelopment Housing Set-Aside funds to assist developers to acquire existing apartment buildings in need of upgrading, in exchange for long-term affordability controls on at least 100 units by 2005. Work with Orange's code enforcement staff to identify potential apartment complexes for targeting.**

### **Assist in Development of Affordable Housing**

New construction is a major source of housing for prospective homeowners and renters. However, the cost of new construction is substantially greater than other program categories. Incentive programs, such as density bonuses, offer a cost-effective means of providing affordable housing development. Public sector support for new construction includes the following programs for low and moderate income housing development.

### **10. Affordable Housing Ordinance**

Orange has adopted a local Affordable Housing Ordinance (Section 17.14.340 through 17.14.420) which sets forth development incentives for the production of lower income housing. Pursuant to State law, a qualifying affordable housing project is eligible for a density bonus of at least 25 percent over the otherwise allowable density. In addition, the Ordinance allows the project proponent to propose additional incentives or concessions, which may include the following:

- A reduction in an on-site development standard which exceeds minimum State building code requirements;
- Mixed-use in conjunction with the housing development on properties zoned for commercial, office, or industrial use;
- A regulatory incentive or concession resulting in identifiable cost reductions;

- A density bonus greater than 25 percent or more than one regulatory incentive provided a higher percentage of units is designated as affordable; or
- Other incentives of equivalent financial value based upon land cost per dwelling unit.

Projects receiving density bonuses and/or other incentives allowed by the Affordable Housing Ordinance will be subject to an affordability agreement deed restricting the affordable units to sale or rental to lower income households.

**2000-2005 Program Objectives: Continue to implement the Affordable Housing Ordinance and promote the Ordinance among the development community by maintaining a copy of the Ordinance in the lobby of City Hall for reference and including a copy in the informational packet provided to developers interested in working in Orange.**

#### **11. Affordable Housing Development Assistance**

In addition to the provision of regulatory incentives through the Affordable Housing Ordinance (Program #10) and development fee reimbursement (Program #16), the City has a strong record of providing direct financial assistance through HOME and Redevelopment Set-Aside in support of affordable housing development. The Redevelopment Agency has also assisted in assembling and writing down the cost of land for affordable housing, such as for the Walnut Court and Pixley Arms housing projects. The City will continue its commitment to financially support development of housing affordable to lower income households, and will provide funding priority for developments which serve the needs of lower income large families. The City will also support projects which address the needs of extremely low income households (30% median family income), to the extent financially feasible.

**2000-2005 Program Objectives: Conduct a developer's workshop in 2001 to discuss sites available for residential development, regulatory incentives, and available local, State and other funding sources for affordable housing development. Issue a Request for Proposal in 2001 for affordable new construction, with funding priority provided to large family rental housing. Seek to assist in development of 75 new very low and low income units (up to 80% MFI) by 2005 to be supported with HOME and Redevelopment Set-Aside funds.**

#### **12. Affordable Housing in East Orange**

The East Orange Sphere of Influence encompasses approximately 18,000 acres, almost all of which is owned by The Irvine Company. Within this 18,000 acres, an enhanced level of planning has occurred for approximately 7,100 acres. This planning area was envisioned to become a master-planned community with employment centers, clustered residential development, and community

commercial centers. It was projected to support over 12,000 additional housing units and 35,000 residents.

The City is aware that The Irvine Company has been engaged in a planning effort to analyze the ultimate use of this area and there is an expectation that they will approach the City in late 2001 or the following year with a proposal to re-evaluate the existing Plan.

Within the 7,100 acre planning area, The Irvine Company did undertake planning and zoning for 494 acres. The property owner is currently moving forward with annexation of this area, known as Santiago Hills II. Santiago Hills II will provide up to 1,746 new residential units. The City Council has directed staff to discuss with The Irvine Company the City's desire to integrate affordable housing within both the Santiago Hills II project and the greater East Orange area.

**2000-2005 Program Objectives: Utilize the City's Affordable Housing Plan and Ordinance as a tool to provide incentives for the inclusion of deed restricted affordable housing within East Orange. The City will conduct a Developer's Workshop in 2001 to bring together non-profits, funding and land resources for development.**

### **13. Non-Profit Housing Development**

A non-profit housing development corporation promotes, assists, or sponsors housing for low and moderate income people. The Orange Redevelopment Agency funded the creation of the OHDC with the goal of expanding the supply of low and moderate income housing in Orange. OHDC can sponsor and develop a project, or work with other non-profit or private developers. OHDC strives to achieve maximum leverage of its funds through use of multiple funding sources on private, State, and federal levels.

OHDC has constructed or rehabilitated a total of 914 units in California since 1992 including 224 units within the City of Orange; and currently has an additional 10 units within the City of Orange in predevelopment, including Villa Modena, a 5-unit project for large families. OHDC recently purchased and will rehabilitate Casa Ramon (75 units), the Wilson Avenue Apartments (20 units), and the Esplanade Street Apartments (27 units). Affordable housing projects completed by OHDC within Orange include: Chestnut Place/Fairway Manor (50 units); Harmony Creek (83 units); Adams I, II and III (9 units); Rose Avenue (6 units); Alice Clark Orange Blossom (4 units); Parker Apartments (3 units); Pixley Arms (15 units); and Walnut Court (7 units).

In addition to OHDC, the City has developed an initial list of non-profit housing developers active in the local area as part of this Housing Element, and will continue to augment this list for purposes of soliciting their involvement in affordable housing production, including the provision of assisted living facilities

for the elderly. Working with non-profits allows the City to leverage local housing funds with outside resources available to non-profits.

**2000-2005 Program Objectives:** Orange will continue to support the efforts of non-profit organizations to facilitate the provision of low cost housing. Orange will principally accomplish this by working with OHDC or other non-profits to identify opportunities for the construction and rehabilitation of lower income housing within Orange and provide financial assistance with Redevelopment Set-Aside funds to develop affordable housing projects.

#### **14. Pursue Affordable Housing Funding Sources**

Successful implementation of Housing Element programs to create affordable housing will depend on a variety of county, State, federal, and local funding sources. The various funding programs available to Orange are outlined in Section 4.2 - Financial Resources and Table 26 of the Housing Element Technical Report. In addition, over \$670 million for housing and economic development programs are available through the State Department of Housing and Community for fiscal year 2000-01. Orange may qualify for some of these state housing programs, such as the Multifamily Housing Program and Downtown Rebound.

**2000-2005 Program Objectives:** Continue to actively pursue State, federal and private funding sources as a means of leveraging local funds and maximizing assistance. Provide information on newly available state funds to affordable housing developers through a RFP for affordable new construction and at a developer's workshop in 2001.

### **Removal of Governmental Constraints**

Under current State law, the Orange Housing Program must address, and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing. The following programs are designed to lessen governmental constraints to housing development.

#### **15. Zoning Ordinance**

The recently revised Orange Zoning Ordinance (November 1995) allows a variety of housing types ranging from single-family residences to high-density apartments and mixed use projects. This variety in housing works towards fulfilling the housing needs of all segments of the population. The following Orange Zoning Ordinance provisions facilitate the development and conservation of affordable housing.

- X Provision for residential units within commercial zones as part of mixed-use developments
- X Provision for second units in R1 zones
- X Regulations pertaining to condominium conversions
- X Incentives for senior housing
- X Density bonus program
- X Affordable housing incentives

Orange's zoning ordinance allows for the development of multifamily residential units in the Low Medium (R-3, R-2-6, R-2-7, R-2-8) and Medium Density (R-3 and R-4) zones. The variety of uses is utilized to establish a transition between residential and commercial uses. For example, commercial zoning allows for higher density multifamily development in conjunction with retail commercial subject to a conditional use permit.

**2000-2005 Program Objectives: Continue to monitor Orange's zoning ordinance to ensure standards do not excessively constrain affordable residential development.**

#### **16. Development Fees**

Various fees and assessments are charged by Orange to cover the costs of processing permits and providing services and facilities. While almost all these fees are assessed on a pro rata share system, they often contribute to the cost of housing and constrain the development of lower priced units. The reduction of City fees can lower residential construction costs and, ultimately, sales and rental prices. Recently Orange reduced its building fee to better reflect the real cost of processing the permit.

The Orange Redevelopment Agency may provide fee reimbursements for affordable housing developments if the developer enters into an agreement with the Agency to provide affordable housing. Fee reimbursement is decided on a project by project basis and is not automatically provided to all affordable housing projects. Some of the criteria that the Redevelopment Agency utilizes when determining if a proposed project qualifies for fee reimbursement include: whether the project is economically feasible; whether the project actually requires a fee reimbursement to be economically feasible; how long the units will be restricted for rent at affordable rates; and whether the project will provide housing affordable to very low and low income residents.

**2000-2005 Program Objectives: Continue to work with qualifying developers of affordable housing projects to provide assistance through development fee reimbursement in exchange for the provision of affordable units.**

## **17. Expedited Project Review and Hearing Process**

A community's evaluation and review process for housing projects contributes to the cost of housing because holding costs incurred by developers are ultimately reflected in the unit's selling price. The City has established an expedited project review process to minimize the time necessary for project processing.

**2000-2005 Program Objectives: Continue to implement a one-stop review process whereby the development review process is coordinated throughout all departments for the purpose of expediting development review and minimizing processing times.**

## **Promote Equal Housing Opportunities**

In order to make adequate provision for the housing needs of all economic segments of the community, the housing program must include actions that promote housing opportunities for all persons regardless of race, religion, sex, income, family size, marital status, ancestry, national origin, color, age or physical disability. More generally, the program component entails ways and means to promote equal housing opportunity.

## **18. Homeless Continuum of Care Program**

Orange is continuing to support the homeless service activities of homeless shelter and services providers within the City. The City supports a comprehensive policy for homeless care that promotes a continuum of care approach. A comprehensive system of services, as well as shelter and permanent housing that allow for the transition to independent living, is necessary to help homeless individuals and families regain their self-sufficiency. The range of services supported by the City are described in the Housing Element Technical Background Report. The City or nearby areas do not contain any homeless shelters that serve single men, or single fathers with children. As a result, additional efforts are needed to address the need for shelter services targeting single men and men with families.

**2000-2005 Program Objectives: Continue to support efforts to provide a range of services and housing opportunities for homeless persons in Orange, especially targeting single men and fathers with children.**

## **19. Fair Housing**

Through a contract agreement, the Fair Housing Council of Orange County provides fair housing services to Orange residents. The three major components of the fair housing program are education, enforcement and training. Specific services offered include counseling, discrimination complaint investigation, landlord-tenant mediation, education, training, technical assistance, and public

education outreach.

**2000-2005 Program Objectives: Continue to contract with the Fair Housing Council of Orange County to ensure open housing practices for all residents. Encourage affirmative marketing on all residential projects, and require developers to advertise to under-represented minority groups to indicate the availability of housing units that meet affordable housing requirements.**

**TABLE H-6  
HOUSING PROGRAM SUMMARY**

Housing Program	Program Objectives	5-Year Objective and Time Frame	Funding Source	Responsible Agency
<b>Conserving and Improving Existing Housing</b>				
1. Single-Family Rehabilitation	Assist in upgrading the housing stock through assistance to low income property owners for needed home improvements.	Provide rehabilitation assistance to 20 households annually	CBDG, HOME	Economic Development Department
2. Code Enforcement	Ensure ongoing maintenance and improvement of the housing stock. Provide focused code enforcement efforts in blighted neighborhoods.	Continue City-wide code enforcement. Eradicate blighting conditions in four neighborhoods annually through the NET approach. Provide information regarding available rehabilitation assistance	Department Budget	Building Division
3. Conservation of Affordable Units	Preserve, or if unable to preserve, replace assisted multi-family rental housing at-risk of conversion to market rate. Implement specific actions to protect or replace at-risk units.	<ul style="list-style-type: none"> <li>• Monitor at risk units</li> <li>• Work with potential non-profit purchasers</li> <li>• Provide tenant education</li> <li>• Pursue rental subsidies</li> <li>• Provide new affordable housing</li> </ul>	HOME, Redevelopment Set-Aside	Planning Division, Redevelopment Agency, Economic Development Department
4. Mobile Home Park Rental Assistance	Assist very low income mobilehome park residents paying more than 50 percent of their income on housing costs.	Continue to offer rental assistance to existing participants in the mobilehome rental assistance program.	Redevelopment Housing Set-Aside	Redevelopment Agency
5. Section 8 Rental Assistance Program	Provide rental assistance to very low income households.	Continue to provide Section 8 rental assistance to minimum of 570 households. Encourage landlords to list rental properties with OCHA.	HUD	OCHA, Economic Development Department
6. Home Sharing	Match lower income, single householders with similar persons seeking to share housing costs.	Assist in advertising the shared housing program through placement of program information in key locales throughout the community.	STEP	STEP, Planning Division
<b>Provision of Adequate Sites</b>				
7. Land Use Element/Zoning Ordinance	Offer a range of housing types and styles through the implementation of the Land Use Element and Zoning Ordinance.	Provide range of development opportunities through General Plan and zoning consistent with regional housing needs. Maintain up-to-date residential sites inventory and provide to developers.	Department Budget	Planning Division
8. Uptown Orange and West Chapman Avenue Revitalization	Provide for urban commercial and residential "villages" in obsolete commercial areas.	Adopt Uptown Orange Specific Plan in 2001-02., and est. minimum densities. Actively pursue implementation of Uptown Orange and West Chapman Avenue Strategy Plans during this planning period. Provide density bonus, regulatory and Redevelopment Set-Aside incentives for integration of housing in these areas.	Department Budget, Redevelopment Housing Set-Aside	Planning Division, Redevelopment Agency

9. Multi-family Acquisition and Rehabilitation	Identify existing multi-family structures for upgrading and provision as affordable housing.	Assist non-profit developers to acquire existing apartment buildings in need of upgrading, in exchange for long-term affordability controls on at least 100 units.	HOME, Redevelopment Housing Set-Aside	Redevelopment Agency, Economic Development Department
<b>Assist in Development of Affordable Housing</b>				
10. Affordable Housing Ordinance	Provide development incentives to facilitate the construction of affordable housing.	Continue to implement affordable housing ordinance and promote the Ordinance among the development community by maintaining a copy in the lobby of City Hall for reference and including a copy of the Affordable Housing Ordinance in the informational packet provided to developers interested in working in Orange.	Department Budget	Planning Division
11. Affordable Housing Development Assistance	Provide financial assistance to low income housing developments and provide funding priority for developments serving the needs of lower income large households.	Conduct a developer's workshop in 2001 to discuss residential development opportunities and available funding for affordable housing. Issue a Request for Proposal in 2001 for affordable new construction, with funding priority provided to large family rental housing. Seek to assist in the development of 75 new very low and low income units by 2005.	HOME, Redevelopment Set-Aside	Redevelopment Agency, Economic Development Department
12. Affordable Housing in East Orange	Work with The Irvine Company to integrate affordable housing within the Santiago Hills II project and the greater East Orange area.	Utilize the City's Affordable Housing Plan and Ordinance as a tool to provide incentives for the inclusion of deed restricted affordable housing within East Orange. Conduct a Developer's Workshop in 2001 to bring together non-profits, funding, and land resources for development.	Department Budget, Redevelopment Housing Set-Aside, HOME	Planning Division, Redevelopment Agency, Economic Development Department
13. Non-Profit Housing Development Corporation	Expand affordable housing opportunities through support of non-profit housing developers. Attain maximum leverage of local funds with resources available through non-profits.	Continue to support the efforts of non-profit organizations to facilitate the provision of low cost housing. Continue to work with OHDC and other non-profits to identify opportunities for construction and rehabilitation of lower income housing and provide financial assistance with Redevelopment Set-Aside funds to develop affordable housing projects.	HOME, Redevelopment Housing Set-Aside	Redevelopment Agency, Economic Development Department

14. Pursue Affordable Housing Funding Sources	Continue to pursue State and federal funding sources for affordable housing.	Continue to actively pursue county, State, federal, and private funding sources as a means of leveraging local funds and maximizing assistance. Provide information on newly available state funds to affordable housing developers through a RFP for new construction and at a developer's workshop in 2001.	Various county, State, federal, and private funding	Redevelopment Agency, Economic Development Department
<b>Removal of Governmental Constraints</b>				
15. Zoning Ordinance	Facilitate development of a range of housing types to address the community's need for lower, moderate and upper income housing.	Continue to monitor Orange's Zoning Ordinance to ensure standards do not excessively constrain residential development.	Department Budget	Planning Division
16. Development Fees	Provide reduced fees to affordable housing projects.	Continue to work with qualifying developers of affordable housing projects to provide assistance through development fee reimbursement.	Redevelopment Housing Set-Aside, HOME	Redevelopment Agency, Economic Development Department
17. Expedited Project Review and Hearing Process	Minimize project holding costs for residential projects.	Continue to implement a one-stop review process whereby the development review process is coordinated throughout all departments.	Department Budget	Planning Division, Community Development Department
<b>Promote Equal Housing Opportunities</b>				
18. Homeless Continuum of Care Program	Promote a comprehensive approach to addressing homelessness consistent with the Continuum of Care model.	Continue to support efforts to provide a range of services and housing opportunities for homeless persons in Orange, especially targeting single men and fathers with children.	CDBG	Economic Development Department
19. Fair Housing	Assume a positive action posture which assures unrestricted housing access.	Provide fair housing services, and advertise program availability. Encourage affirmative marketing on all residential projects, and require developers to advertise to under-represented minority groups..	CDBG	Fair Housing Council of Orange County, Economic Development Department

**TABLE H-7  
SUMMARY OF FIVE YEAR GOALS**

Housing Goal	Income Category				
	Total	Very Low Income	Low Income	Moderate Income	Upper Income
New Construction (Regional Housing Need)	3,205	635	395	657	1,518
Housing Rehabilitation (Single and Multi-Family)	200	100	100	0	0
Housing Conservation (Rent Subsidies, at-risk units)	1,034	1,024	10	0	0

# **HOUSING ELEMENT TECHNICAL REPORT**

**City of Orange  
General Plan**

**Prepared by:  
Cotton/Beland/Associates, Inc.**

**June 2001**

**#1168.00**

# TABLE OF CONTENTS

Section	Page
1. Introduction.....	1
2. Demographic and Housing Characteristics .....	2
2.1 Population Characteristics .....	2
2.2 Household Characteristics .....	6
2.3 Housing Stock Characteristics .....	16
2.4 Housing Costs .....	21
2.5 Assisted Housing At Risk of Conversion.....	24
3. Constraints on Housing Production.....	33
3.1 Market Constraints .....	33
3.2 Financing .....	33
3.3 Governmental Constraints .....	35
3.4 State Tax Policies and Regulations .....	43
3.5 Environmental and Infrastructure Constraints .....	43
4. Housing Resources .....	46
4.1 Sites for Housing Development .....	46
4.2 Financial Resources .....	55
4.3 Non-Profit Housing Developers .....	59
4.4 Availability of Public Services and Facilities.....	60
4.5 Energy Conservation .....	61

## Tables

Table	Page
Table 1 Population Trends: Orange and Surrounding Areas 1980-2000 .....	3
Table 2 City of Orange Age Characteristics of Population 1980 and 1990 .....	4
Table 3 City of Orange and Orange County Race and Ethnicity 1980, 1990 and 1997.....	5
Table 4 City of Orange and Orange County Household Type - 1990.....	6
Table 5 Summary of Special Needs Groups.....	8
Table 6 Operation and Capacity of Licensed Community Care Facilities .....	9
Table 7 Orange Vicinity Homeless Providers Inventory.....	14
Table 8 Housing Trends: Orange and Surrounding Area 1980-2000.....	16
Table 9 City of Orange Housing Supply Type 1980-2000.....	17
Table 10 Age of Housing Stock - 2000 City of Orange .....	18
Table 11 Median Area Housing Sales Prices - November 1999 & 1998 .....	21
Table 12 2000 Orange Home Sales Data.....	22
Table 13 Maximum Affordable Home Price by Income Category: 2000 - Orange County .....	22
Table 14 December 1999 Rental Rates in Orange .....	23
Table 15 Affordable Rental Housing Costs: 1999 - Orange County.....	24
Table 16 City of Orange Assisted Housing Projects .....	25
Table 17 At Risk Assisted Housing Inventory.....	27
Table 18 Rent Subsidies Required.....	31
Table 19 Disposition of Conventional Loan Applications: 1998 .....	34
Table 20 Disposition of Government Backed Loan Applications: 1998.....	35
Table 21 Residential Land Use Designations .....	36
Table 22 Fees Charged for Residential Development - City of Orange .....	40
Table 23 Residential Sites Inventory.....	50
Table 24 Regional Housing Growth Needs by Income Group .....	54
Table 25 Public and Private Resources Available for Housing Programs .....	56

Figures

Figure	Page
Figure 1 Areas in Need of Rehabilitation.....	20

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# 1. INTRODUCTION

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A successful strategy for improving housing conditions must be preceded by an assessment of the housing needs of the community and region. This Housing Element Technical Report for the City of Orange discusses the major components of assessing housing needs, including trends in population, households, and the types of housing available in the City of Orange.

The technical report examines the following topics for the City of Orange. The sections are numbered as follows (this introduction is Section 1):

## 2. Demographic and Housing Stock Characteristics

- 2.1 Population Characteristics
- 2.2 Household Characteristics
- 2.3 Housing Stock Characteristics
- 2.4 Housing Costs
- 2.5 Assisted Housing at Risk of Conversion

## 3. Constraints on Housing Production

- 3.1 Market Constraints
- 3.2 Financing
- 3.3 Governmental Constraints
- 3.4 State Tax Policies and Regulations
- 3.5 Environmental and Infrastructure Constraints

## 4. Housing Resources

- 4.1 Sites for Housing Development
- 4.2 Financial Resources
- 4.3 Non-Profit Housing Developers
- 4.4 Availability of Public Services and Facilities
- 4.5 Energy Conservation

The Housing Element Technical Report for the City of Orange will serve as the basis for identifying appropriate policies and programs for the Housing Element. Definitions of terms used in the Technical Report are included in the Glossary located in the Appendix to the Housing Element.

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## 2. DEMOGRAPHIC AND HOUSING CHARACTERISTICS

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The City of Orange is located in the northern portion of Orange County. Surrounding Orange are the cities of Garden Grove to the west, Anaheim to the west and north, Santa Ana and Tustin to the south, and unincorporated Orange County to the east.

Orange was incorporated in 1888, and is one of the oldest cities in the county. According to the State Department of Finance (DOF), as of 2000, the City contained a total of 41,624 housing units. The City's adopted General Plan provides for up to 49,466 units, assuming buildout of all residential land in the City of Orange. In addition to development on vacant land, future housing opportunities exist through potential conversion of underutilized commercial uses, through second units, and annexation of the City's sphere of influence.

With buildout of the existing City parcels, market pressure will encourage major development by the Irvine Company in the City's Sphere of Influence (SOI) under the East Orange General Plan. Development under the 7,100-acre East Orange plan should begin in the near future, with a Phase I development potential of approximately 1,800 dwelling units on 500 acres.

### 2.1 POPULATION CHARACTERISTICS

DOF estimated the January 2000 population of the City of Orange at 129,399. The 1990 U.S. Census estimated the City's population at 110,658. Orange's population increased by 18,870 people, or approximately 20 percent, between 1980 and 1990 (see Table 1). This increase is lower than the county average of 24.7 percent, and less than half the rate of the nearby communities of Santa Ana and Tustin, during the same 10-year period.

Between 1990 and 2000, the City's population increased by 18,741, or about 16.9 percent, while the county population increased by approximately 418,095, or approximately 17.3 percent. The rate of population growth in Orange County, and in its cities, is slowing; the population boom of the 1980s is now generally a pattern of consistent, but not dramatic, growth.

**TABLE 1**  
**POPULATION TRENDS:**  
**ORANGE AND SURROUNDING AREAS**  
**1980 - 2000**

Jurisdiction	1980	1990	Change 1980 - 1990	January 2000	Change 1990 - 2000
Anaheim	219,494	266,406	+ 21.4%	310,654	+ 16.6%
Garden Grove	123,307	143,050	+ 16.0%	158,332	+ 10.7%
<b>Orange</b>	<b>91,788</b>	<b>110,658</b>	<b>+ 20.5%</b>	<b>129,399</b>	<b>+ 16.9%</b>
Santa Ana	203,713	293,742	+ 44.2%	317,685	+ 8.2%
Tustin	32,317	50,689	+ 56.9%	68,316	+ 34.8%
Orange County	1,932,709	2,410,556	+ 24.7%	2,828,351	+ 17.3%

Source: 1980 and 1990 Census;  
State Department of Finance for January 2000.

In the past, population growth in Orange has resulted primarily from annexations. Between 1950 and 1980, the City's area expanded from 8.8 to 23 square miles. With the annexation of East Orange, the City's area will be over 50 square miles.

### Age Characteristics

The age structure of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 2 illustrates the age distribution of Orange residents in 1980 and 1990. In 1980, the median age in Orange was 29.1 years, slightly below the 30.5 countywide median age. Based on 1990 Census data, the median age in Orange increased to 31.5, approximately matching the 1990 county median of 31.4. The rising median age reflects increases in the young adult (25 to 34) and adult (35 to 44) populations and an actual numerical decrease in the number of children ages 10 to 19.

**TABLE 2**  
**CITY OF ORANGE**  
**AGE CHARACTERISTICS OF POPULATION**  
**1980 AND 1990**

Age Range	1980		1990	
	Number of Persons	% of Population	Number of Persons	% of Population
0-4	6,216	6.8%	8,513	7.7%
5-9	6,317	6.9%	7,360	6.7%
10-14	7,636	8.3%	6,623	6.0%
15-19	9,515	10.4%	8,192	7.4%
20-24	9,288	10.1%	10,227	9.2%
25-34	15,830	17.2%	22,108	20.0%
35-44	11,768	12.8%	17,175	15.5%
45-54	10,303	11.2%	11,883	10.7%
55-64	7,713	8.4%	8,946	8.1%
65-74	4,079	4.4%	5,739	5.2%
75+	3,123	3.4%	3,892	3.5%
Total	91,788		110,658	
Male	44,871	48.9%	55,809	50.4%
Female	46,917	51.1%	54,849	49.6%
Median Age	29.1		31.5	

Source: 1980 and 1990 Census.

### Race/Ethnicity Characteristics

The racial and ethnic make-up of a population affects housing needs based on the unique household characteristics of different groups, and household size in particular.

Orange is a predominately White community, with non-Hispanic Caucasians making up 63 percent of the population. Table 3 depicts the composition of racial and ethnic groups in the City and County. In the City, the *number* of non-Hispanic Caucasians remained essentially the same between 1980 and 1990. However, as a *percentage* of the total City population, non-Hispanic Caucasians decreased from 82 percent to 68 percent between 1980 and 1990. The number of Hispanics has nearly doubled, both in number and proportion, between 1980 (12 percent) and 1990 (24 percent). The City also experienced significant growth in its Asian population, increasing from just under two percent of the population in 1980 to just under eight percent in 1990. The "Other (non-Hispanic)" population sharply decreased, probably due to the revised definition of Hispanics for the 1990 Census. As projected for 1997, the percentage of Hispanics has continued to increase (to 26.8 percent), along with the City's Asian population.

**TABLE 3**  
**CITY OF ORANGE AND ORANGE COUNTY**  
**RACE AND ETHNICITY**  
**1980, 1990 AND 1997**

Ethnicity/ Race	1980		1990			1997	
	City #	City %	City #	City %	County %	City #	City %
White (non-Hispanic)	75,265	82.0%	75,360	68.1%	64.5%	77,016	62.6%
Black (non-Hispanic)	835	0.9%	1,508	1.4 %	1.6%	1,774	1.4%
Asian and Pacific Islanders (non-Hispanic)	1,530	1.7%	8,517	7.7 %	10.0%	10,698	8.7%
Other (non-Hispanic)	2,786	3.0%	491	0.4 %	0.5%	619	0.5%
Hispanic (all races)	11,372	12.4%	24,782	22.4 %	23.4%	33,020	26.8%
Total Population	91,788	100%	110,658	100 %*	100%	123,127	100%

Source: 1980 and 1990 Census and Center for Demographic Research, CSUF (1997)

\*Number does not add to 100% due to rounding.

Note: The 1980 Census data do not provide a breakdown of non-Hispanic Native American, Asian, and Other persons. Rather, it provides a breakdown of the Hispanic population by "White", "Black", and "Other." To estimate the number of Native American, and Asian of Hispanic origin that were included in the "Other Spanish Origin" category, the proportion of these races in relation to the total population is used.

In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. "Origin" is defined as the ancestry, nationality group, lineage, or country in which the person's ancestors were born before their arrival in the United States. Persons of Spanish/Hispanic origin may be of any of the racial categories.

The 1990 racial and ethnic make-up of the City of Orange is comparable to that of the county overall. The City has a slightly higher percentage of non-Hispanic Whites, and a slightly lower percentage of Asian and Pacific Islanders and Hispanics, than the county.

## 2.2 HOUSEHOLD CHARACTERISTICS

Information on household characteristics is an important indicator of housing needs in a community. Income and affordability are best measured at the household level, as are the special needs of certain groups such as large families and female-headed households. For example, if a community has a substantial number of young family households whose incomes compared with local housing costs preclude the option of buying a home, a city may wish to initiate a homebuyer assistance program.

The Bureau of the Census defines a "household" as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, or unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households.

### Household Type and Size

As shown in Table 4, Orange is a family-oriented community with 73.5 percent of its households in 1990 consisting of families. This proportion of family households was slightly higher than the countywide 70.5 percent. Single-person households represented the second largest household group, comprising 18.9 percent of all households. Approximately 7.6 percent of the City's households fell within the "Other" category, which are households consisting of unrelated people living together.

**TABLE 4**  
**CITY OF ORANGE AND ORANGE COUNTY**  
**HOUSEHOLD TYPE - 1990**

Household Type	Orange		Orange County	
	Number of Households	% of Total	Number of Households	% of Total
Families	27,054	73.5%	583,162	70.5%
Singles	6,951	18.9%	171,119	20.7%
Other	2,786	7.6%	72,785	8.8%
Total	36,791	100.0%	827,066	100.0%

Source: 1990 Census.

Household size is an important indicator identifying sources of population growth, as well as overcrowding in individual housing units. A city's average household size will increase over time if there is a trend towards larger families. In communities where the population is aging, the average household size may actually decline.

Average household size in Orange increased slightly from 2.83 persons per household in 1980 to 2.90 persons per household in 1990. The January 2000 estimate provided by the Department of Finance (DOF) is 3.115 persons per household. In 1990, renter-occupied households averaged a greater number of persons per unit (2.95) than did owner-occupied households (2.87). These numbers varied from the Orange County averages of 2.89 persons per renter-occupied unit and 2.86 persons per owner-occupied unit.

## **Overcrowding**

Overcrowding is another indicator of housing affordability. Unit overcrowding is caused by the combined effect of low earning and high housing costs in a community, and reflects the inability of households to buy or rent housing that provides a reasonable level of privacy. More than one household may be forced to live together, or available housing units may be too small. The Census defines an overcrowded household as one with more than one person per room, excluding bathrooms, kitchens, hallways, porches, and half-rooms. Severe overcrowding is defined as more than 1.5 persons per room.

Census data suggest that overcrowding was not a pervasive problem in the City of Orange in 1980, with approximately 1,400 households, or 4.5 percent of the total, identified as overcrowded. According to the 1990 Census, however, there were 3,541 cases of overcrowding in Orange (9.6 percent), compared with 11.2 percent countywide. This represents over a 100 percent increase in overcrowding since 1980. Of all the overcrowded households in Orange in 1990, over 2,750, or almost 80 percent of the total overcrowded households, were in rental units; approximately 790 overcrowded households, or about 20 percent of the total overcrowded households, were in owner units (the 1980 Census did not distinguish between rental and owner overcrowding). Of the overcrowded households in 1990, 1,940, or 55 percent, were identified as severely overcrowded.

## **Overpaying**

State and Federal standards consider a household as overpaying for its housing costs if it spends more than 30 percent of its gross income on housing. A household that is spending more than it can afford for housing has less money available for other necessities and emergency expenditures. Extremely low- and very low-income households overpaying for housing are more likely to be at-risk of becoming homeless than other households. SCAG estimates that in 1998, 35 percent of all households in Orange overpaid for their housing. Lower income households (80 percent of the MFI or lower) had a higher rate of overpayment, with approximately 66 percent overpaying, compared to 22 percent of those households earning over 80 percent of the MFI.

Renter-households overpay for their housing costs more often than owner-households because of their typically lower incomes. According to SCAG, in 1998 approximately 44 percent of the renter households in Orange overpaid for housing, in comparison to 30 percent of the owner-households. As shown above, lower income renter-households had a higher rate of overpayment (77 percent) than lower income owner-households (49 percent). Compared to renters, overpayment by owners is less of a concern because homeowners have the option to refinance the mortgage, or to sell the house and move into rentals or buy a less expensive home.

## **Special Needs Groups**

Certain segments of the population may have difficulty in finding decent, affordable housing due to their special needs. These special needs groups, as defined by State housing element

law, include the elderly, disabled persons, large households, female-headed households, farmworkers, and the homeless. Table 5 summarizes the number of households/persons in each of these special needs groups in the City of Orange.

**TABLE 5  
SUMMARY OF SPECIAL NEEDS GROUPS**

Special Needs Group	Number of Households/ Persons	% of Total Households/ Persons
Elderly Households	5,701	15.5%
Disabled Persons	2,357	6.4%
Large Households	5,305	14.4%
Female-Headed, Households with Children	3,998	10.9%
Farmworkers (persons)	891	0.8%
Homeless (persons)	170	0.2%
<b>TOTAL</b>	<b>18,422</b>	<b>48.2%</b>

Source: 1990 Census.

### *Elderly*

The special needs of many elderly households result from their lower, fixed incomes, physical disabilities, and dependence needs. The Census shows that 9,631 seniors (65 years and older), almost nine percent of the City's population, resided in the City of Orange in 1990. Of this age group, 2,694 were classified as "frail elderly," meaning that they have a mobility, work, or self-care limitation, and consequently may have special housing needs. Of all senior households in Orange in 1990, approximately six percent were living below the "poverty level," as defined by the U.S. Census Bureau.

Other Census statistics indicate that 15.5 percent of the City's households were headed by an elderly person, representing a total of 5,701 households, in 1990; the percentage in Orange County was 16 percent. Approximately 70 percent of the City's elderly households resided in owner-occupied units. Between 1980 and 1990, the elderly population in Orange increased by approximately 34 percent, indicating an increasing need for housing for the elderly. As of April 2000 there were 133 elderly households receiving Section 8 rental assistance within the City of Orange. An additional 68 elderly households in Orange were on the waitlist for Section 8 assistance.

The City of Orange has nine housing projects that contain units targeted toward accommodating the City's lower-income elderly residents: Community Garden Tower (210 affordable units), Garden Tower West (122 affordable units), Triangle Terrace (75 affordable units), Fairway Manor/Chestnut Place (50 affordable units), Pixley Arms (15 affordable units), Orchid Gardens (17 affordable units), Alice Clark Orange Blossom Apartments (4

affordable units), Harmony Creek (83 affordable units) and the Palmyra Apartments (10 affordable units).

Additional specialized housing is provided for elderly residents that are unable to live independently without supportive care by the 31 licensed community care facilities located in Orange. As shown in Table 6, these 31 licensed care facilities provide 520 beds for the elderly. Of these, approximately 242 beds are available to serve non-ambulatory elderly persons. Two of the larger elderly care facilities are the Fountain Assisted Living/Retirement Center on Culver Avenue and the Park Plaza facility on Glassell Street. Most of the other facilities consist of smaller homes that offer services for up to six persons. In addition, Southern California Presbyterian Homes is developing a new 48-bed congregate care facility on Taft Street.

**TABLE 6**  
**ORIENTATION AND CAPACITY OF LICENSED COMMUNITY CARE**  
**FACILITIES**

Age	Total Number of Facilities	Total Capacity (number of beds or persons)	Specialized Care <sup>1</sup> (number of beds)		
			Mentally Disabled	Developmentally Disabled	Non- Ambulatory
Age 0-17					
Small Family Home <sup>2</sup>	3	12	0	12	0
Group Home <sup>3</sup>	13	181	0	0	0
Age 18-59					
Adult Residential <sup>4</sup>	25	189	47	130	14
Age 60+					
Elderly Residential <sup>5</sup>	31	520	0	0	242
Adult Day Care	2	68	0	48	5
Total	117	1,411	0	198	1,183

Source: State of California Department of Social Services Community Care Licensing Division, July 1, 1999.

Notes:

1. The specialized care columns are not mutually exclusive. For example, a facility may have a total capacity of 10 beds, with eight beds for developmentally disabled children and four of the 10 beds are designed to accommodate non-ambulatory children.
2. Group homes provide specialized treatment for persons under 18 years old. Group home residents are referred by the Department of Children and Family Services, as well as by the Probation Department.
3. Small family homes provide care to children in licensees' own homes. Small family residents are usually children on probation, developmentally disabled, children with special needs, and some foster children.
4. Adult residential facilities provide care for persons aged 18 to 59 years, including both developmentally disabled adults and persons suffering from mental illness or psychiatric disorders.
5. Elderly residential facilities provide care for persons aged 60 and above.

The following agencies currently provide services - such as counseling, health care, referrals, and assistance in independent living - or can assist elderly persons in the City of Orange to locate these services:

- North Orange Senior Center;
- Orange County Council on Aging;
- Friendly Center; and
- Orange Senior Citizens Community Center.

City housing programs for housing rehabilitation assistance, as well as assistance in constructing new rental housing for seniors, all work to address the housing needs of the City's senior population.

### ***Disabled Persons***

Physical and mental disabilities can hinder access to traditionally designed housing units as well as potentially limit the ability to earn adequate income. The 1990 Census indicates that approximately six percent of Orange's population has some form of work or mobility disability (a health condition that makes it difficult for the person to go outside the home alone). Elderly individuals with transportation disabilities comprise an estimated 43 percent of the City's disabled. The County of Orange Health Care Agency (OCHCA) has estimated the number of persons in Orange with a mental illness. Based on the prevalence of mental illness in three percent of the general population, OCHCA estimates that 3,828 persons in Orange have some type of mental illness.

Although no current comparisons of disability with income, household size, or race are available, it is reasonable to assume that a substantial portion of disabled persons are within the federal Section 8 income limits, especially those households not in the labor force. Further, most lower income disabled persons are likely to require housing assistance.

Their housing need is further compounded by design and location requirements which are often more costly than standard requirements. Special needs of households with wheelchair-bound or semi-ambulatory individuals may require ramps, hand rails, special bathroom designs, wider doorways, lower cabinets, elevators, and other effective exterior and interior design features. The housing needs of the City's mentally ill include the need for additional licensed facilities to provide care and supervision so that persons with mental illness can stabilize and learn how to live in less restrictive community housing; transitional housing so that there are housing opportunities for those leaving licensed care facilities; and permanent supportive housing so that those that have achieved self-sufficiency are able to continue to maintain their quality of life. As shown in Table 6, there are several licensed care facilities in the City that provide supervised living opportunities to up to 47 mentally ill adults.

As of April 2000, 83 disabled households in Orange were receiving Section 8 rental assistance. An additional 62 disabled households in Orange are on the Section 8 waiting list for assistance. The County estimates that there is a one to four year wait for persons applying

for assistance from the Orange County Housing Authority Section 8 Rental Assistance program.

Housing opportunities for individuals with physical disabilities can be addressed through the provision of affordable, barrier-free housing. Rehabilitation assistance can be targeted toward disabled renters and homeowners for unit modifications to improve accessibility. Accessible housing also can be provided through senior housing development. In order to address these special housing needs, Casas Del RIO, a 40-unit apartment complex, was constructed under the Section 811 program for disabled individuals. In addition, all of the other affordable housing complexes in Orange offer some units accessible to disabled persons. Table 6 also shows that there are 25 licensed community care facilities in Orange that provide supportive living opportunities for 189 disabled adults.

The Rehabilitation Institute of Southern California (RIO), which operates Casas Del RIO, also administers two programs for disabled persons. Independent Living Skills Training and Supported Living Services provide disabled Orange residents with the opportunity to learn or relearn skills to help them live independently.

### ***Large Households***

Large families are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large families are often of lower income, and may live in overcrowded smaller dwelling units, which accelerates unit deterioration. According to the 1990 Census, more than 14 percent (5,305) of the City's households were large families (i.e., comprised of five or more members), of which approximately 47 percent were renters. The 1990 Census also indicates that almost 10 percent of the City's households were living in overcrowded conditions (defined as greater than one person per room), reflective of households doubling up to reduce costs or large families unable to afford units of adequate size.

Of the large family renter households within the City in 1990, approximately 85 percent had a housing problem, such as overcrowding or overpayment, with 18 percent paying in excess of 50 percent of their income for housing and 42 percent experiencing housing problems other than overpayment. The Redevelopment Agency helps to address the overcrowding and overpayment problems experienced by large household renters through the provision of affordable housing opportunities for large families, through both new construction and acquisition/rehabilitation. A major constraint limiting the ability of the Redevelopment Agency to provide additional family housing in Orange is the lack of appropriate sites for larger family projects. As a result, many of the family projects that the Redevelopment Agency has participated in consist of smaller projects containing less than 10 units. While the lack of land presents a constraint to affordable family housing, the Redevelopment Agency has never turned down an application for an affordable family housing project and encourages potential developers to submit proposals for new projects. There are approximately 485 affordable units in Orange that are available to families and have been assisted by the Redevelopment Agency, as shown on Table 16. This Housing Element also includes a program to encourage the provision of new affordable family units.

### ***Female-Headed Households***

Single-parent households often require special consideration and assistance due to their greater need for affordable and accessible day care, health care, and other supportive services. In particular, female-headed households with children tend to have lower incomes than other types of households, a situation that limits their housing options and access to supportive services.

The 1990 Census indicates that the City of Orange had almost 4,000 female-headed families, accounting for 11 percent of all households in the City. An estimated 57 percent of these female-headed families had dependent children under 18 years of age. Almost 12 percent of the female-headed households were below the poverty level, as defined by the U.S. Census Bureau. Providing housing opportunities for female-headed families relates both to housing affordability and childcare services. The majority of non-senior units assisted by the City or Redevelopment Agency are suitable for female-headed households.

### ***Farmworkers***

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers and move throughout the season from one harvest to the next.

The 1990 Census indicated that less than one percent (891 persons) of the City of Orange's residents were employed in agriculture, fishing, and forestry. Due to Orange's urban setting and nominal rural farmworker population, housing needs for farmworkers can generally be addressed by overall programs for housing affordability.

### ***Homeless***

Throughout the United States, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the lack of housing affordable to very low- and low-income persons, increases in the number of persons whose income falls below the poverty level, reductions in public subsidies to the poor, and the deinstitutionalization of the mentally disabled.

Due to their dispersed locations and transient character, it is difficult to derive an exact size of the homeless population in the City of Orange. According to the 1990 Census, there were 159 individuals - 57 youths and 102 adults - in homeless emergency shelters and an additional 11 homeless people visible on the streets of Orange on the date the Census of the homeless was taken. It is generally accepted, however, that the Census significantly undercounted the full number of homeless throughout the country.

According to the Orange Police Department, homelessness is not a major problem within the City. The majority of the homeless persons found within the City come to the City for free food served at Mary's Kitchen (a homeless feeding program) and leave. Some homeless can

be found along the riverbed area, but the police estimate that there are no more than a dozen within the City. One of the reasons for the low number of homeless is that the City does not allow homeless camps to be set-up, so there is limited opportunity for long-term living sites within the City.

The Orange County Interfaith Shelter in Costa Mesa served 253 persons in 1999 who stated that their last address was in the City of Orange. Of these 253 people, 162 were children. This is indicative that the homeless population is becoming more diverse. In contrast to the public perception of the homeless person as single men, often dependent on drugs or alcohol, the composition of this population is becoming increasingly heterogeneous and complex. The homeless include families, children, single women, and the temporarily unemployed.

In October 1993, the Research Committee of the Orange County Homeless Issues Task Force issued an updated version of its report *Demographic Profile and Survey of Homeless Persons Seeking Services in Orange County*. The demographic profile reported that, of the sample of homeless surveyed:

- 68 percent were unemployed and looking for work;
- 59 percent were Caucasian;
- 56 percent were single;
- 16 percent were veterans; and
- The mean length of residence in Orange County was 14 years.

The City of Orange participates in the County of Orange Continuum of Care program and provides assistance to homeless persons through the following programs:

***Outreach and Assessment*** - The City coordinates with the network of local and regional homeless provider/services agencies and also provides referral services for individuals seeking assistance to agencies as shown in Table 7.

***Supportive Services*** - The City has provided CDBG funds to non-profit agencies that provide job training and other supportive services such as food distribution for the homeless. To the extent feasible, the City will continue to utilize its CDBG funds to assist in the delivery of supportive services.

***Shelter Phase*** - This phase is designed to bring homeless person into emergency transitional shelters, where case managers link clients to a network of supportive services. The following shelters are located in Orange:

- Bethany's Women's Shelter, which is a transitional housing facility for single women;
- Casa Teresa, which is a group home for pregnant mothers;
- Hannah's House, which provides transitional housing for pregnant women;

- House of Hope, which provides shelter and services for women and children;
- Interval House, which provides temporary shelter and services for battered women and their children; and
- Women's Transitional Living Center (WTLC), which provides housing and services for battered women and their children.

These facilities, along with other facilities in the region, are listed in Table 7. The City does not contain any shelters or transitional housing that serves single men or fathers with their children.

***Permanent Housing*** - This phase is designed to transition homeless persons into permanent housing with childcare, drug treatment, job training, and other supportive skills needed to reintegrate into community life. As shown in the Accomplishments section, Orange has assisted with the provision of permanent affordable housing projects and participated with the Section 8 rental assistance program.

**TABLE 7  
ORANGE VICINITY  
HOMELESS PROVIDERS INVENTORY**

Program	Service
Anaheim Interfaith Anaheim	Serves families with 57 beds. Provides transitional housing for up to 9 months, and counseling services.
Bethany Women's Shelter	Serves single women with 8 beds for up to 6 months.
Casa Teresa Orange	Home for up to 36 single pregnant women which offers counseling, transportation, food distribution, job training and placement, referrals, health care, and nutrition programs.
Catholic Charities Santa Ana	Food program and rental, utility, prescription assistance when funds are available.
The Dayle McIntosh Hearth Program Anaheim	Offers educational, referral, emergency, advocacy and other services to the disabled population in Orange County. Tenants may stay up to 30 days in emergency housing.
El Modena Orange	Transitional housing for families. Provides 18 beds.
Eli Home (undisclosed location)	Serves battered women and children. 20 beds are available for up to 45 day, with extension program up to one year. 1,050 people were assisted in 1992.
Episcopal Service Alliance (various County locations)	Provides support services such as food programs, clothes, and bus and motel vouchers.
Hannah's House	Provides traditional housing for pregnant mothers.
Homeless Intervention and Shelter (HIS) House Placentia	Serves individuals and families. Provides transitional housing for up to 4 months, as well as counseling and job referrals.
House of Hope Orange	Provides temporary shelter and services for women and children.

**TABLE 7  
ORANGE VICINITY  
HOMELESS PROVIDERS INVENTORY**

Program	Service
Interval House (undisclosed location)	Serves women and children. Provides housing for 30-45 days. Approximately 550 people served per year.
Lutheran Social Services (various County locations)	Provides hot meals and rental and utility assistance when funds are available.
Mental Health Association Santa Ana	Serves mentally disabled women and men. Provides transitional living services.
Mercy House Santa Ana	Serves men with 24 beds, transitional services, counseling.
Orange Coast Interfaith Shelter (various County locations)	Provides 55 emergency beds, 18 transitional beds. Accepts couples and families only.
Orange County Homeless Issues Task Force	Provides leadership and direction for a countywide agenda that addresses the issue of homelessness using the public, private, and non-profit sectors on a continuum of emergency, transitional and long-term solutions.
Salvation Army Adult Rehabilitation Center Anaheim	Serves men with 140 beds, drug and alcohol counseling.
The Sheepfold Orange	Residence, counseling, meals, transportation, health care, and financial assistance for women and children.
Shelter for the Homeless Midway City	Serves single men, single women and families. A traditional shelter for people who are employed or are employable. Provides some food and clothing.
Society of St. Vincent de Paul Orange	Non-profit clearinghouse distributes surplus and salvaged food to non-profit agencies.
Women's Transitional Living Center (undisclosed location)	Serves battered women and children with shelter for up to 45 days. Provides 56 beds. Counseling available.
YWCA Hotel for Homeless Women Santa Ana	Serves women over 18 years of age. Provides 38 beds, counseling.
Orange County Rescue Mission Santa Ana	Provides emergency and transitional housing for up to 70 homeless men.

Source: City of Orange HUD Consolidated Plan, May 1995; City of Orange, 2000; CBA 2000.

## 2.3 HOUSING STOCK CHARACTERISTICS

A housing unit is defined as a house, apartment, or a single room, occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other person in the building and which have direct access from the outside of the building or through a common hall. A community's housing stock is comprised of all its housing units.

### Housing Growth

As shown in Table 8, Orange experienced a 15.6 percent increase in the number of housing units between 1980 and 1990. Of the neighboring cities shown in Table 8, Tustin had the greatest increase in housing units at 46.5 percent from 1980 to 1990, and Garden Grove the least at 7.3 percent.

**TABLE 8**  
**HOUSING TRENDS: ORANGE AND SURROUNDING AREAS**  
**1980-2000**

Jurisdiction	Total Housing Units		Change 1980-1990	Total Housing Units 1/00 (c)	Change 1990-2000
	1980 (a)	1990 (b)			
Anaheim	82,725	93,177	+ 12.6%	99,939	+ 7.3%
Garden Grove	42,846	45,984	+ 7.3%	46,753	+ 1.8%
<b>Orange</b>	<b>32,884</b>	<b>38,018</b>	<b>+ 15.6%</b>	<b>41,624</b>	<b>+ 9.5%</b>
Santa Ana	67,180	74,973	+ 11.6%	74,955	-0.02%
Tustin	13,171	19,300	+ 46.5%	24,861	+ 28.8%
Orange County	721,514	875,072	+ 21.3%	966,086	+ 10.4%

Source:

(a) 1980 Census.

(b) HUD CHAS Data Book, 1993.

(c) State Department of Finance, 2000.

Between 1990 and 2000, housing growth slowed in Orange County, consistent with the slower growth in population (see Table 1), as the communities approach buildout. Tustin continued to experience the highest growth (28.8 percent), while the housing stock in Santa Ana decreased by less than one percent (18 units) between 1990 and 2000. The City of Orange experienced a 9.5 percent increase in housing units during the ten-year period, with a 16.9 percent population growth. The greater increase in population compared to housing units in Orange is partially explained by the increasing average household size in the City, from 2.83 persons per household in 1980, to 2.90 persons in 1990, to 3.115 persons in 2000. Larger households can lead to increased overcrowding in the community if housing with three or more bedrooms is not available or affordable to the City's larger households (see subsection 2.2 - Household Characteristics).

As shown in Table 9, single-family housing units (in 2000) make up about 67 percent of Orange's housing stock. Multifamily housing makes up about 30 percent of the City's housing stock, and mobile homes make up about three percent of the City's housing. The percentage

of single-family housing in the City's housing stock has increased slightly (2.3 percentage points) since 1980.

Multifamily housing typically provides the largest source of both rental and affordable homeownership opportunities in a community. In the City of Orange, the total number of multifamily units has continued to increase. According to the State Department of Finance, a loss of almost 360 units located in complexes of 5+ units from 1980 to 1990 has been reversed in the past nine years, with an increase of approximately 788 such units from 1990 to 2000. The number of mobile homes, also a good source of affordable housing, has stayed constant from 1990 through 2000.

**TABLE 9  
CITY OF ORANGE  
HOUSING SUPPLY TYPE  
1980-2000**

Housing Type	1980 (a)		1990 (b/c)			1/00(c)		
	Number of Units	% of Total	Number of Units	% of Total	Change 1980-1990	Number of Units	% of Total	Change 1990-2000
Single-Family Total	21,312	64.8%	25,359	66.7%	+19.0%	27,918	67.1%	+10.1%
Multi-Family								
2-4 Units	3,889	11.8%	4,855	12.8%	+24.8%	5,114	12.2%	+5.3%
5+ Units	6,614	20.1%	6,255	16.5%	-5.4%	7,043	16.9%	+12.6%
Total	10,503	31.9%	11,110	29.2%	+5.8%	12,157	29.2%	+9.4%
Mobile Homes	1,069	3.3%	1,214	4.1%	+13.6%	1,214	2.9%	0.0%
Other*			335	0.9%		335	0.8%	0.0%
Total Housing Units	32,884		38,018		+15.6%	41,624		+10.4%
Total Occupied Units	31,708		36,791		+16.0%	40,280		+10.4%
Vacancy Rate	3.6%		3.2%			3.23%		

Sources: (a) 1980 Census.

(b) 1990 Census.

(c) California State Department of Finance, 2000.

\* The 1990 Census defines "other" as units such as Recreational Vehicles and tents.

The City's General Plan residential land use policy provides for up to 49,466 units, assuming buildout of all residential land in the City of Orange. In addition to development on vacant land, future housing opportunities exist through the potential conversion of underdeveloped residential and commercial uses and through second units. Approximately 4,603 dwelling units could be accommodated on vacant, underutilized, and redeveloped parcels.

With a buildout of the existing City parcels, market pressure will encourage major development by the Irvine Company in the City's Sphere of Influence (SOI) under the East Orange General Plan. Development under the 7,100-acre East Orange plan should begin in the near future, with a Phase I development potential of approximately 1,800 dwelling units.

## Housing Tenure

The tenure distribution of a community's housing stock (owner versus renter) influences several aspects of the local housing market. Residential mobility is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households regardless of tenure, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder.

In 1990, owner-occupied housing comprised about 61 percent of Orange households, comparable to the countywide figure of 60 percent. As shown in Table 9, the overall vacancy rate in Orange was approximately 3.2 percent in 2000, and 3.2 percent in 1990. As identified in the 1990 Census, the vacancy rate among rental units was higher (3.6 percent) than the vacancy rate among ownership units (1.3 percent), well below "ideal" vacancies of two to three percent for ownership units and five to six percent for rental units. Typically, a low vacancy rate decreases affordability in a housing market.

## Housing Conditions

In general, housing over 30 years old usually is in need of some major rehabilitation, such as a new roof, foundation work, wall plaster, or plumbing. Table 10 shows the age of housing units in Orange as of January 2000. With the biggest housing boom in Orange occurring in the 1960s, approximately 53 percent of the City's housing units were built before 1970 and are over 30 years old. This represents a significant proportion of Orange's housing stock. Based on age alone, over 22,000 housing units in Orange will need continued maintenance and potential rehabilitation during the implementation of the updated Housing Element. According to the Consolidated Plan, approximately 745 single-family homes and 500 multi-family homes in Orange require major rehabilitation. Some households, particularly those that have owned their homes for many years and have relatively low house payments, may be able to afford the monthly payments but have no additional money for major repairs.

**TABLE 10**  
**AGE OF HOUSING STOCK - 2000**  
**CITY OF ORANGE**

Year Unit Built	Number of Units	% of Total
1939 or earlier	1,979	4.8%
1940 to 1949	1,149	2.8%
1950 to 1959	6,029	14.5%
1960 to 1969	12,766	30.7%
1970 to 1979	9,328	22.4%
1980 to March 1990	6,767	16.3%
April 1990 to January 2000	3,606	8.7%
Total	41,624	100%

Source: 1990 Census.

California Department of Finance, 2000.

Overcrowding is a significant problem in particular areas of the City where there are older apartment complexes. Particular areas of concern identified in the City's 1991 Housing Needs Assessment include the Prospect Street, Katella/Schaffer, Highland/Adams, and Hoover/Wilson neighborhoods. The City has worked to address the needs of these areas by providing code enforcement and housing rehabilitation assistance. The Redevelopment Agency and City have assisted developers with the acquisition and rehabilitation of key deteriorated properties. These projects include the 255-unit Villa Santiago (Prospect Street area), the nine-unit Adams I, II and III apartments (Highland/Adams area), the 24-unit Orange Garden Apartments (Highland/Adams area), and 56-unit Plaza Garden Apartments (Highland/Adams area). Neighborhood revitalization is still needed on Wilson and Adams, between Tustin Avenue and Highway-55. Towards this end, the Agency recently assisted the Orange Housing Development Corporation (OHDC), the local non-profit housing developer, with the acquisition of 20 multi-family units on Wilson Avenue. Additional funds will be provided to rehabilitate the units.

Code Enforcement staff has identified the areas depicted on Figure 1 as areas with problem housing, including substandard housing, delayed maintenance, overcrowding, zoning violations, illegal conversions, and inoperable vehicles.

Rehabilitation needs will increase over time as the housing stock ages, particularly in areas with low-income households where there is a pattern of deferred maintenance. To address the issue of blight resulting from substandard housing, the City continues to enforce its codes and implement the Neighborhood Enhancement Team (NET) Program. Staff from a variety of City departments participates in the NET program to eradicate blight in the City. The NET program occurs four times a year and targets specific areas that have incidents of at least five of the following criteria:

- Calls for Police, Fire, and City services
- Housing/Zoning Code violations
- Health and Safety Code violations
- Fire Code violations
- Inoperable vehicles
- Gang activity
- Multi-unit housing
- Inadequate provision for young children (e.g. - lack of play areas, playground equipment, etc.)
- Deteriorated infrastructure (alleys, sidewalks, lighting, play areas, etc.)
- Community Development Block Grant designated area (low/moderate income residents)
- Affect of properties on surrounding areas (property value issues)
- Complaints from neighbors/others
- Garage conversions/alterations

Members of the NET enter a target area and address all of the code violations that are occurring. Owners of the properties are worked with for four months to attempt to remediate the City's concerns, include incidents of overcrowding and substandard housing. The Redevelopment Agency also continues to work to address housing problems within the City.



**Figure 1**

## 2.4 HOUSING COSTS

The following discusses ownership and rental housing costs in the City of Orange and neighboring communities.

### Ownership Housing Cost

According to data from the California Association of Realtors (Table 11), overall ownership housing costs in Orange are just slightly lower than Countywide averages. The median value of home sales in November 1999 was approximately \$246,000 in Orange, compared to \$256,250 in the County. Of the surrounding jurisdictions, only the City of Tustin had a higher median home value than Orange. The lower housing prices in Orange, Anaheim, and Santa Ana may be reflective of the older housing stock found in the older cities of central and north Orange County compared to the newer housing units in south Orange County, which is an area comprised of relatively new communities.

**TABLE 11**  
**MEDIAN AREA HOUSING SALES PRICES - NOVEMBER**  
**1999 & 1998**

Jurisdiction	November 1999	November 1998	% Change
City of Orange	\$246,000	\$226,500	8.6%
Anaheim	\$209,000	\$184,500	13.3%
Santa Ana	\$190,000	\$160,000	18.6%
Tustin	\$258,500	\$190,000	36.1%
Entire County of Orange	\$256,250	\$229,000	11.9%

Source: California Association of Realtors, March 2000.

Home values in Orange have increased over time, with home prices increasing 8.6 percent from November 1998 to November 1999. Compared to the County and surrounding cities, Orange experienced the lowest increase in housing prices, with an increase of 8.6 percent. This is consistent to information provided by a local real estate agent who feel that the for-sale housing market in Orange is slowing down. The County's home prices, in comparison, increased 11.9 percent, and the surrounding jurisdictions experienced an increase of housing values ranging from 13.3 to 36.1 percent. The significant jump in home prices in Tustin is reflective of newly developing areas in East Tustin.

According to data presented in Table 12 for homes sold in between January 2000 through August 2000 in Orange, the majority of the 953 housing units sold in the City were single-family dwellings (68 percent), compared to condominiums (32 percent). The overall median price for a three-bedroom single-family home during this period was \$256,000, and most (85 percent) of the sales involved units with three and four bedrooms. A two-bedroom condominium in Orange sold for a median price of \$159,900 during this period, and the majority (83 percent) contained two to three bedrooms.

**TABLE 12**  
**2000 ORANGE HOME SALES DATA**

	# of Units Sold	Price Range	Median Price
<b>Single Family Homes</b>			
1-Bedroom	4	\$120,000-\$165,000	\$130,000
2-Bedroom	33	\$127,000-\$437,500	\$224,900
3-Bedroom	265	\$170,000-\$780,000	\$256,000
4-Bedroom	291	\$173,500-\$1,050,000	\$335,000
5-Bedroom	58	\$173,500-\$1,295,000	\$390,000
6-Bedroom	2	\$293,500-\$1,050,000	\$671,750
7-Bedroom	1	\$410,000	\$410,000
<b>Condominium</b>			
1-Bedroom	44	\$51,660-\$145,000	\$97,245
2-Bedroom	161	\$88,000-\$229,000	\$159,900
3-Bedroom	86	\$128,000-\$279,000	\$204,000
4-Bedroom	8	\$146,500-\$170,950	\$170,950

Source: Orange County Multiple Listing Service (provided by Toni Carlton), 2000.

According to HUD, affordable housing costs represent 30 percent or less of a household's annual income. Given the range of homes sold in Orange (see Table 12) and the estimated affordable home-ownership costs, as shown in Table 13 a moderate income household of four can afford to purchase a condominium and many two, three, and some four bedroom single-family homes. Affordable home ownership options for low-income households are more limited, with only smaller and older homes and condominiums within their range of affordability. Small units are not always suitable for family accommodation and may result in overcrowded living situations.

**TABLE 13**  
**MAXIMUM AFFORDABLE HOME PRICE BY INCOME CATEGORY: 2000**  
**ORANGE COUNTY**

Income Group	Maximum Income	Monthly Affordable Housing Cost	Utility Allowance	Property Taxes & Insurance	Affordable Monthly Mortgage Payment	Max. Affordable Mortgage	Max. Affordable Home Price
Very Low (0-50% MFI)	\$34,800	\$870	\$125	\$150	\$595	\$85,095	\$93,605
Low <sup>a</sup> (51-80% MFI)	\$48,720	\$1,218	\$125	\$200	\$893	\$127,715	\$140,490
Moderate (81-120% MFI)	\$83,520	\$2,088	\$125	\$200	\$1,763	\$252,140	\$277,355

<sup>a</sup> HUD income limits for low income households are adjusted downwards in high-cost areas such as Orange County.  
 Note: Income is based on a 4person household. Household income and affordable housing costs for smaller households are adjusted downward and household income and affordable housing costs for larger households are adjusted upward.  
 Calculation of affordable home sales price is based on a down payment of 10%, an annual interest rate of 7.5%, a 30-year mortgage, a monthly payment of 30% of the households gross income, and the HUD Median Family Income (MFI) of \$69,600 for 2000.

In addition, some lower-income households may be able to afford the monthly mortgage payment, but the downpayment required to receive the mortgage loan may pose a severe burden on those households.

### Rental Housing Cost

Current rental information for apartments and townhouse complexes in Orange with more than 100 units was obtained from *RealFacts*, a data service specializing in collecting rental data for communities across the state. A total of 18 complexes with more than 100 units, with a total of 2,884 units, exist in Orange. Rental rates for these complexes are summarized in Table 14. The vacancy rate for these complexes in December 1999 was 3 percent. Typically, rental rates in large complexes tend to be higher than in smaller complexes due to the higher level of management involved and the additional amenities provided. Nevertheless, this information presents a general picture of the current apartment rental market in Orange.

**TABLE 14**  
**DECEMBER 1999**  
**APARTMENT RENTAL RATES IN ORANGE**

Unit Type and Size	Average Rent	% Change from 12/98
<i>Apartments</i>		
Studio	\$700	8.39%
1-Bedroom/1-Bath	\$807	7.75%
2-Bedroom/1-Bath	\$912	6.56%
2-Bedroom/2-Bath	\$1,058	5.44%
3-Bedroom/2-Bath	\$1,215	3.77%
<i>Townhouses</i>		
2-Bedroom	\$1,135	20.11%
Total	\$963	6.10%

Source: RealFacts, March 2000

According to a local real estate agent, privately owned condominiums and single-family homes are renting at higher rates than those found in the larger apartment complexes. In 1999, rental rates for condominiums ranged from a median of \$988 for a one-bedroom unit, to a median of \$1,395 for a three-bedroom unit. Rents for single-family homes in 1999 ranged from a median rent of \$1,500 for a two-bedroom house to \$3,100 for a five-bedroom house. These rental rates are continuing to increase since the rental market in Orange is tight.

Table 15 shows the affordable rental housing costs by income category for a four-person household. Affordability calculations were based on the County of Orange median family income and definition of affordability, i.e. 30 percent of monthly household income toward housing costs. The maximum affordable housing costs would be adjusted downward for smaller households. Also, HUD income limits for low-income households are adjusted downward in high-cost areas such as Orange County.

**TABLE 15**  
**AFFORDABLE RENTAL HOUSING COSTS: 1999**  
**ORANGE COUNTY**

Income Group	Max. Income	Monthly Affordable Housing Cost	Utility Allowance	Affordable Monthly Rent Payment
Very Low (0-50% MFI)	\$34,150	\$854	\$50	\$804
Low (51-80% MFI)	\$47,800	\$1,195	\$50	\$1,145
Moderate (81-120% MFI)	\$81,950	\$2,049	\$50	\$1,999

HUD income limits for low income households are adjusted downwards in high-cost areas such as Orange County.

Note: Calculation of affordable rent is based on a monthly affordable housing cost of 30% of gross income and on the HUD Median Family Income (MFI) for Orange County of \$68,300 for 1999.

Comparing the rental rates in Table 13 with the affordable monthly rent payments in Table 15, rental rates for apartments and condominiums in Orange are affordable to low and moderate households, though low income households may not be able to afford adequately sized single-family homes. A very low income household of four can only afford the average priced one-bedroom unit of those apartment complexes surveyed. There may be older apartment units that very low-income households can afford, but these units are probably limited in supply, and as a result, very low-income households may experience overcrowded conditions or be faced with overpaying for adequately sized units. While some rental and ownership units in Orange are affordable to lower income households, the units are not necessarily occupied by lower income households.

## **2.5 ASSISTED HOUSING AT RISK OF CONVERSION**

Housing Element law requires that all housing elements include an analysis of existing multi-family rental units which are at risk of conversion to market-rate housing during the next ten years due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. For this Housing Element, the "at-risk" analysis covers the period from July 1, 2000 to June 20, 2010.

### **Inventory of Assisted Housing Units in Orange**

All multi-family rental units assisted under federal, State, and/or local programs, including HUD programs, State and local bond programs, redevelopment programs, and local in-lieu fee, inclusionary, density bonus, or direct assistance programs are included. The inventory was compiled by interviews with City staff, the Orange County Housing Authority, HUD, and review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation) and "The Use of Housing Revenue Bond Proceeds - 1994" (California Debt Advisory Commission). Table 16 provides a description of assisted housing developments in the City of Orange. Based on this inventory, there are approximately 1,153 publicly assisted multi-family housing units in Orange, of

which 586 are senior units. No at-risk housing units were lost during the previous 10-year Housing Element planning period.

**TABLE 16  
CITY OF ORANGE  
ASSISTED HOUSING PROJECTS**

Housing Development (Ownership Status)	Tenant Type	Total Number of Units	Number of Assisted Units	Applicable Programs	Earliest Potential Conversion Date
1. Casa Ramon 820 Walnut (non-profit)	Family	75	75	Tax Credits Section 8	7/2055
2. Friendly Center 451-53 Lemon Street (non-profit)	Family, Elderly, Disabled	8	8	Section 221(d)(3) Section 8	8/1/11 Annual Renewal
3. Community Garden Tower 3919 Garden Grove (non-profit)	Elderly	210	210 170 Sec8	Section 236(j)(1) Section 8	2017 2002
4. Garden Tower West 4001 Garden Grove (non-profit)	Elderly	122	122	Section 202 Section 8	11/1/2022 2/18/2002
5. Palmyra Apartments 301 S. Glassell St. (private)	Elderly	50	10	Redevelopment Housing Set- Aside Funds Multiple-Family Revenue Bond Program	2007
6. Casas Del RIO 1740 E. La Veta Ave. (non-profit)	Elderly, Disabled	40	39	Section 811 Section 8	3/1/28 10/25/07
7. Triangle Terrace 555 S. Shaffer St. (non-profit)	Elderly	75	75	Section 202 Section 8	6/1/28 3/9/08
8. Orchid Gardens 1051 N. Glassell St. (private)	Elderly	33	17	Density Bonus	In perpetuity
9. Citrus Village 548-564 North Citrus St. (private)	Family	47	22	Redevelopment Housing Set- Aside Funds	2015
10. Parker Apartments 161 North Parker St. (non-profit)	Family	3	2	Redevelopment Housing Set- Aside Funds	2050
11. Fairway Manor/Chestnut Place 1745 East Fairway Dr. (non-profit)	Elderly	50	50	Redevelopment Housing Set- Aside Funds Tax Credits	2051
12. Pixley Arms 537 West Almond Ave. (non-profit)	Elderly	15	15	Redevelopment Housing Set- Aside Funds Tax Credits OCHA Operating Reserve	In Perpetuity

**TABLE 16  
CITY OF ORANGE  
ASSISTED HOUSING PROJECTS**

Housing Development (Ownership Status)	Tenant Type	Total Number of Units	Number of Assisted Units	Applicable Programs	Earliest Potential Conversion Date
13. Walnut Court 1519 East Walnut Ave. (non-profit)	Family	7	7	Redevelopment Housing Set- Aside Funds Tax Credits OCHA Operating Reserve	In Perpetuity
14. Alice Clark Orange Blossom Apartments 141 East Walnut Ave. (non-profit)	Elderly	4	4	Redevelopment Housing Set- Aside Funds	2052
15. The Knolls/Villa Santiago 3138 East Maple Avenue (non-profit)	Family	255	255	Redevelopment Housing Set- Aside Funds Tax Exempt Bonds Tax Credits	2051
16. Plaza Garden Apartments 1907, 1935, 1943, & 2003 E. Monroe Ave. 1934, 1942, & 2002 E Quincy Ave. (private)	Family	56	56	Redevelopment Housing Set- Aside Funds	2052
17. Orange Garden Apartments 1931, 1941, & 2003 E. Quincy Ave. (private)	Family	24	24	HOME	2052
18. Harmony Creek Apartments 1616 E. Rock Creek Dr. (non-profit)	Elderly	83	83	Redevelopment Housing Set- Aside Funds HOME Tax Credits	2053
19. Adams Triplex I 1837-1841 E Adams Ave. (non-profit)	Family	3	3	Redevelopment Housing Set- Aside Funds HOME	2027
20. Adams Triplex II 1915-1919 E Adams Ave. (non-profit)	Family	3	3	Redevelopment Housing Set- Aside Funds HOME	2053
21. Adams Triplex III 1741-1745 E. Adams Ave. (non-profit)	Family	3	3	Redevelopment Housing Set- Aside Funds	2054
22. Rose Avenue Apartments 1743 E. Rose Ave. (non-profit)	Family	6	6	Redevelopment Housing Set- Aside Funds HOME	2053
23. Town & Country Apartments/Orangevale Townhomes 1300 N. Shaffer St. (private)	Family	64	64	Tax Exempt Bonds	2053

Sources: Housing Element, City of Orange, August 1993; HUD Inventory of Section 8 projects, 2000; Redevelopment Agency, City of Orange, 2000; California Housing Partnership Corporation, 1999; California Debt Advisory Commission (1994).

## Loss of Assisted Housing

This section evaluates those lower income multi-family rental projects in Orange that are at-risk of converting to market-rate uses prior to June 30, 2010. As shown in Table 17, six affordable housing projects are considered to be at-risk during this time period: Friendly Center (1998), Community Garden Tower (2002), Garden Tower West (2002), Casas del RIO (2007), and Triangle Terrace (2008). The following discusses the at-risk projects by funding source.

**TABLE 17**  
**AT-RISK ASSISTED HOUSING INVENTORY**

Housing Development (Ownership Status)	Tenant Type	Total Number of Units	Number of Assisted Units	Applicable Programs	Earliest Potential Conversion Date
Friendly Center 451-53 Lemon Street (non-profit)	Family, Elderly, Disabled	8	8	Section 221(d)(3) Section 8	8/1/11 Annual Renewal
Community Garden Tower 3919 Garden Grove (non-profit)	Elderly	210	210 170 Sec8	Section 236(j)(1) Section 8	2017 2002
Garden Tower West 4001 Garden Grove (non-profit)	Elderly	122	122	Section 202 Section 8	11/1/2022 2/18/2002
Palmyra Apartments 301 S. Glassell St. (private)	Elderly	50	10	Redevelopment Housing Set-Aside Funds Multiple-Family Revenue Bond Program	2007
Casas Del RIO 1740 E. La Veta Ave. (non-profit)	Elderly, Disabled	40	39	Section 811 Section 8	3/1/28 10/25/07
Triangle Terrace 555 S. Shaffer St. (non-profit)	Elderly	75	75	Section 202 Section 8	6/1/28 3/9/08

Sources: Housing Element, City of Orange, August 1993; HUD Inventory of Section 8 projects, 2000; Redevelopment Agency, City of Orange, 2000; California Housing Partnership Corporation, 1999; California Debt Advisory Commission (1994).

### *Section 8 At-Risk Projects*

Five at-risk housing projects in the City of Orange maintain Section 8 project-based contracts with HUD subject to contract renewals. To reduce the risk of losing affordable units when the Section 8 contracts expire, HUD has provided funding for the Mark-to-Market and Mark-Up-to-Market programs.

Typically, Section 8 units that have above Fair Market Rents are not considered at-risk because they are eligible to participate in the *Mark-to-Market* program. Under this program,

owners are given favorable tax treatment provided that they preserve units at rents affordable to low and moderate income households. Eligible projects include FHA-insured projects receiving Section 8 project-based assistance, where rents exceed Fair Market Rents (FMR). According to HUD, Section 8 projects in Orange that are renting at rates above the Fair Market Rents include Garden Tower West (117 percent FMR) and Casas del RIO (121 percent FMR).

Units renting at below fair market rents can participate in HUD's *Mark-Up-to-Market* program. This program encourages owners to remain in the Section 8 program by allowing rents to be marked up to comparable market rents, not exceeding 150 percent of the fair market rents. Three Section 8 projects in Orange are currently renting at below Fair Market Rents: Friendly Center (81 percent FMR), Community Garden Tower (67 percent FMR), and Triangle Terrace (95 percent FMR).

The following describes all five projects with expiring Section 8 contracts, although all are considered at low risk of conversion.

**Friendly Center:** Friendly Center is an eight-unit apartment project with three one-bedroom, four two-bedroom, and one three-bedroom units. Friendly Center was assisted with HUD Section 221(d)(3) market rate mortgage insurance assistance. Because Friendly Center is owned by a non-profit, the project is required to remain as low income housing for the 40-year mortgage insurance term, which will terminate in 2011. While unable to prepay its mortgage insurance assistance, the project's Section 8 contract is annually renewed by HUD. In this regard, Friendly Center is at-risk of losing the affordability control governed by the Section 8 contract. Since the rents at this project are below Fair Market Rents, it is eligible for the Mark-Up-to-Market program.

**Community Garden Tower:** Community Garden Tower is a non-profit owned senior housing project with 210 one-bedroom units for elderly persons. This project was developed under the Section 236(j)(1) program, and maintains Section 8 contracts on 170 of the units. Community Garden Tower (along with Garden Tower West described below) is currently in escrow for transfer of ownership to a non-profit controlled limited partnership under HUD's mark-up-to-market program, combined with a restructuring of the mortgage debt. (Under this program, rents can be raised up to 150% FMR as an incentive to enter into long term 30 year use agreements that commit the owner to renew the Section 8 contracts). The project's limited partnership purchaser applied to CDLAC (California Debt Allocation Committee) in June 2001 for tax exempt bonds and 4% low income housing tax credits to undertake major rehabilitation improvements on the project of approximately \$10,000/unit. Award of these funds will impose a 55 year regulatory agreement, ensuring affordability of 70% of project units at 60% MFI, and 30% of project units at 50% MFI. (In actuality, the 30 year Section 8 contract commitment will provide affordability at the 50% MFI level). In addition, the new project purchaser is applying to the Housing Authority for Section 8 contracts for the 40 units not currently covered under Section 8.

The project is considered at low risk of conversion as it is fully expected to receive the bond and tax credit allocation from CDLAC. The project (combined with Garden Tower West)

was awarded an earlier allocation in 2001, but was required to release the allocation due to an interpretation that a 12 month tenant noticing requirement regarding transfer of ownership applied to these projects even though the affordability agreements were not being removed. The project purchaser has since complied with all tenant noticing requirements.

**Garden Tower West:** Garden Tower West is a non-profit owned senior Section 202 project with Section 8 contracts on all 122 one-bedroom units. This project is packaged with Community Garden Tower (described above) for purchase by the same non-profit controlled limited partnership under HUD's Mark-Up-to-Market program. This project is considered at low risk of conversion as it is in line to receive bond and tax credit financing for major rehabilitation improvements in exchange for 55 year affordability controls. In addition, under the Mark-Up-to-Market program, the project purchaser will enter into a 30 year use agreement which commits the owner to renew Section 8 contracts with HUD.

**Casas Del RIO:** Casas Del RIO is a 40-unit project, of which 39 units have low income use restrictions (10 studio, 24 one-bedroom, and five-two-bedroom units). Casas Del RIO was developed under the HUD Section 811 program, and as such, is not eligible to convert to market-rate housing prior to the 40-year mortgage term which ends in 2028. The project's Section 8 contract expires in 2007, but as the project's rents exceed the Fair Market Rent, it will be eligible for the Mark-to-Market program.

**Triangle Terrace:** Triangle Terrace is a 75-unit senior complex owned by a non-profit with 19 studio and 56 one-bedroom apartments. Like Casas Del RIO, Triangle Terrace was constructed under the HUD Section 202 program, and the 40-year mortgage term will expire in 2028. The project's Section 8 contract will expire in 2008, but unlike Casas Del RIO, it is not eligible for the Mark-to-Market program, and as it is owned by a non-profit, it is not eligible for the Mark-Up-to-Market program.

According to a risk assessment conducted by the California Housing Partnership Corporation (CHPC), Friendly Center, Garden Tower West, Casas Del RIO, and Triangle Terrace are at "low risk" of converting to market rate units during the period of 2000 to 2010. All of these are considered low risk since they are owned by non-profits and are subject to additional restrictions against opting out or prepayment. Garden Tower West and Casas Del RIO are also eligible to participate in the Mark-to-Market program. Based on the CHPC's criteria, Community Garden Tower would also be considered low risk since it is owned by a non-profit and is subject to additional restrictions.

### ***Mortgage Revenue Bond At-Risk Projects***

Projects financed by mortgage revenue bonds are required to provide 20 percent of the units to households earning 80 percent or less of the area median income for a period of no less than one-half the term of the bond. A typical bond-financed project has a 20-year term. In Orange, the only mortgage revenue bond project at-risk of conversion between 2000 through 2010 is the Palmyra Apartments. The Palmyra Apartment units are the only units with a high risk of conversion to market rate during this planning period.

**Palmyra Apartments:** The Palmyra Apartments is a 50-unit senior housing project financed in part through the Redevelopment Agency. For this project, the Redevelopment Agency issued Multi-Family Mortgage Revenue Bonds in exchange for 20-year low-income use restrictions on 20 percent of the units in the project (10 units). This project was refinanced with private funding and is no longer subject to the affordability constraints of the bond financing. The City was working with the property owner to pursue additional mortgage revenue bond financing, but the property owner choose to utilize private funding because it was more economically feasible. The project is still subject to the affordability limits associated with the deed restrictions required by the original Redevelopment Agency assistance. The low income use restrictions on this project will expire in 2007.

## **Preservation and Replacement Options**

Preservation or replacement of the six at-risk projects in Orange can be achieved in several ways: 1) transfer of ownership to non-profit organizations; 2) provision of rental assistance to tenants using other funding sources; 3) replacement or development of new assisted multi-family housing units; and/or 4) purchase of affordability covenants. These options are described below, along with a general cost estimate for each.

### ***Transfer of Ownership***

Transferring ownership of for-profit at-risk projects to non-profit organizations is perhaps the least costly way to ensure that for-profit units remain affordable in the long-term. Of the at-risk units in Orange, transfer of ownership to a non-profit is only applicable to the Palmyra Apartment project since the remainder of the projects are already owned by non-profit organizations. While a for-profit complex, the transfer of ownership of the Palmyra Apartments is not feasible since only 20 percent of the Palmyra Apartments are affordable to lower income households, and it is not cost-effective to purchase the entire apartment complex.

A partnership of OHDC and Related Capital recently acquired Casa Ramon, a 75-unit project that was previously at-risk. The City authorized the issuance of bonds by California Statewide Communities Development Authority (CSCDA) to enable the ownership transfer to occur. By authorizing this transaction, the City extended the affordability term of Casa Ramon for an additional 55 years.

### ***Rental Assistance***

Currently, availability of funding for Section 8 contract renewal is uncertain. With the exception of Palmyra Apartments, all of the at-risk projects have Section 8 contracts. Rent subsidies can be used to maintain affordability at these projects using State, local, or other funding sources. Rent subsidies can be structured to mirror the Section 8 program. Under Section 8, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be the Fair Market Rent (FMR) on the unit. This program can be implemented through vouchers, which allow the tenants to choose where they want to live.

The feasibility of this alternative, in the case of the property owners, depends on their willingness to accept rental vouchers. In terms of cost-effectiveness, rental subsidies are less costly than constructing new assisted housing, as shown in Table 18. Given the bedroom mix of all 464 at-risk units, the total cost of subsidizing the rents for these units is estimated at \$48,435 monthly, or approximately \$581,220 annually, translating to \$11.6 million in subsidies over a 20-year period.

**TABLE 18  
RENT SUBSIDIES REQUIRED**

Section 8/Subsidized At-Risk Units	Friendly Center	Community Garden Tower	Garden Tower West	Casas Del RIO	Triangle Terrace	Palmyra Apartments.
Studio	0	0	0	10	19	0
1-Bedroom	3	210	122	24	56	10
2-Bedroom	4	0	0	5	0	0
3-Bedroom	1	0	0	0	0	0
Total Monthly Rent Income Supported by Very Low Income Households	\$5,450	\$132,930	\$77,226	\$24,137	\$45,860	\$6,330
Total Monthly Rent Allowed by Fair Market Rents	\$6,808	\$147,840	\$85,888	\$27,701	\$51,679	\$7,040
Total Monthly Subsidies Required	\$1,358	\$14,910	\$8,662	\$6,564	\$16,231	\$710
Total Annual Subsidies Required	\$16,296	\$178,920	\$103,944	\$78,768	\$194,772	\$8,520

### *Construction or Purchase of Replacement Units*

The construction of new low income housing units is a means to replace at-risk units should they be converted to market rates. The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e. number of bedrooms), location, land costs, and type of construction. According to City staff and a non-profit developer with experience developing multi-family housing in Orange, the average cost for vacant, multi-family land in Orange is \$20/square foot and the development cost, without land costs, can be approximately \$100/square foot inclusive of soft costs and fees. Based on an average density of 18 units per acre, an average unit size (1-bedroom unit equals 600 square feet and 2- and 3-bedroom units equal 900 square feet), and the same bedroom mix as the existing units, the cost to replace the 464 at-risk units would be approximately \$50 million.

Instead of constructing new affordable units, similar existing units may be purchased to replace those at-risk. Based on current median rents (\$700 for a studio, \$807 for a 1-bedroom, \$985 for a 2-bedroom, and \$1,215 for a 3-bedroom), average bedroom size (as stated above), a vacancy rate of five percent, annual operating expenses of \$4.00 per square foot, and a multiplication factor of 11 to multiply with the annual net project income, the total cost to replace the 464 at-risk units through the purchase of similar existing units with the same bedroom mix could generally be estimated at around \$31,000,000.

### *Purchase of Affordability Covenants*

Another option to preserve the affordability of at-risk projects is to provide an incentive package to the owners to maintain the projects as low-income housing. Incentives could

include writing down the interest rate on the remaining loan balance, and/or supplementing the Section 8 subsidy received to market levels. The feasibility of this option depends on whether the complexes require rehabilitation or are too highly leveraged. By providing lump sum financial incentives or on-going subsidies in rents or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable.

### **Cost Comparison**

The cost to construct new housing to replace the 464 at-risk units with the same bedroom mix, assuming there is sufficient land available, is high, with an estimated cost of \$50,000,000. This cost estimate is higher than the cost to purchase 464 similar existing units, which is estimated at approximately \$31,000,000.

Use of other forms of rent subsidies to replace rental assistance, such as Section 8, does not ensure long-term affordability. The cost associated with rent subsidies is lower, requiring a total of approximately \$581,220 monthly, or \$11.6 million over a 20-year period. While not ensuring long-term affordability, this option may be appropriate for extending the affordability of the Palmyra Apartments at-risk units. The purchase of affordability covenants is another possible option for the 10 at-risk units in the Palmyra Apartments. However, since Palmyra's property owner was previously offered refinancing assistance by the Redevelopment Agency and instead chose to use private financing, the owner may not be willing to enter into long term affordability covenants, and therefore rental subsidies paid with Redevelopment Set-Aside funds may be more likely. Since the 10 units only require an estimated \$8,520 in annual rental subsidies, this preservation option is also the most cost effective for the City.

Overall, providing rental subsidies for the Palmyra Apartments and providing continued rental subsidies for those at-risk complexes already under ownership of non-profits are probably the most effective means to preserving the at-risk housing projects in Orange.

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## 3. CONSTRAINTS ON HOUSING PRODUCTION

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### 3.1 MARKET CONSTRAINTS

As is the case in much of Southern California, the high cost of renting or buying housing is the primary ongoing constraint to providing adequate housing in the City of Orange. High construction costs, labor costs, land costs, and market financing constraints all contribute to limiting the availability of affordable housing.

#### Construction and Land Costs

A major cost associated with building a new house is the cost of building materials. Costs for wood frame, single-family construction of average to good quality range from \$50 to \$70 per square foot, while custom homes and units with extra amenities run higher. Costs for wood frame, multi-family construction average about \$50 per square foot, exclusive of parking.

A reduction in amenities and quality of building materials (above a minimum acceptability for health, safety, and adequate performance) could result in lower sale prices. In addition, pre-fabricated, factory-built housing may provide for lower priced housing by reducing construction and labor costs. Another factor related to construction costs is the number of units built at one time. As the number of units built at once increases, construction costs over the entire development are generally reduced based on economies of scale. This cost reduction is of particular benefit when density bonuses are used for providing affordable housing.

A number of variables impact the cost of residential land, including location, site preparation, density permitted, improvements required, and related issues. During the past decade, the cost of improved land has consumed a larger share of total production costs, with the proportion attributed to labor and materials declining. According to the City's Real Property Agent, an individual single-family lot costs between \$11 to \$19 per square foot, with an average of \$13 to \$14 per square foot. Multi-family lots cost more, ranging from \$19 to \$20 per square foot.

### 3.2 FINANCING

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower-income households. In addition, government-insured loan programs may be available to reduce mortgage downpayment requirements.

The Community Reinvestment Act (CRA) of 1977 regulates community bank lending practices in lower income neighborhoods. A lender or insurer cannot deny an applicant a loan solely based on location. Similarly, an applicant cannot be denied a loan based on different or subjective underwriting standards within a market area. The same type of credit must be

extended to all applicants with similar credit history, employment record, financial condition, and loan-to-value ratio.

Under the CRA, banks are also required to lend within low- and moderate-income communities, to have meaningful communication with members of the community regarding banking services, and to market or provide special credit-related information programs to make residents aware of the bank's credit services. It is believed that if local banks increase budgeted funds for well-publicized community banking programs and services, they will improve the economic livelihood of the community they serve. If a local bank shows poor participation within low- and moderate-income neighborhoods, the federal banking system can deny the application of national banks to merge or expand.

One way to monitor the lending practices in a community is the Home Mortgage Disclosure Act (HMDA), which requires major lending institutions to disclose the number, amount, and location of mortgage and rehabilitation loans originated or purchased. Overall, financing is generally available to homebuyers and homeowners in Orange. As depicted in Table 19, 77 percent of the 5,488 applications submitted for conventional home purchase loans in Orange in 1998 were approved, and 12 percent were denied, with the remaining 10 percent of the applications withdrawn or closed for incompleteness. This local loan approval rate compares favorably with the national average of 60 percent. Loan approval rates for low-income households, while slightly lower than the Citywide average at 71 percent, is significantly higher than the nationwide rate of 48 percent.

As is generally the case, the approval rates for home improvement loans are much lower than home purchase loans. In 1998, 67 percent of the 594 applications submitted for conventional improvement loans were approved, indicating the continued need for City assistance in providing home improvement loans, especially for lower income applicants.

**TABLE 19**  
**DISPOSITION OF CONVENTIONAL LOAN APPLICATIONS: 1998**

Applicant Income	Home Purchase Loans				Home Improvement Loans			
	Total Applica- tions	% Approved	% Denied	% Other	Total Applica- tions	% Approved	% Denied	% Other
Low Income (<80% MFI)	803	71.0%	19.6%	9.6%	114	57.9%	38.6%	3.5%
Moderate Income (80-119% MFI)	1,210	78.8%	12.3%	8.8%	121	62.8%	25.6%	11.6%
Upper Income (≥120% MFI)	3,179	80.1%	9.7%	10.2%	325	68.9%	23.7%	7.4%
Not Available	296	60.8%	17.9%	21.3%	34	88.2%	5.9%	5.9%
Total	5,488	77.4%	12.2%	10.3%	594	66.7%	25.9%	7.4%

Note: Approved loans include those loans that were originated (i.e. approved and accepted) and those loans that were approved, but the applicant did not choose to accept the loan.

Source: Home Mortgage Disclosure Act (HMDA) data for 1998. Tabulated with the Centrax software.

In addition to conventional financing, approximately 10 percent of mortgage loan applications in Orange are for government backed loans, including FHA-insured, VA-guaranteed, and FmHA-insured loans. As shown in Table 20, the approval rate for these mortgage loans was 81 percent, slightly higher than for conventional loans, but noticeably higher among low and moderate-income groups. Overall, government backed home improvement loans had a low average rate of approval (48 percent overall approval rate), again indicating the need for further assistance for home improvement loans.

**TABLE 20**  
**DISPOSITION OF GOVERNMENT BACKED LOAN APPLICATIONS: 1998**

Applicant Income	Home Purchase Loans				Home Improvement Loans			
	Total Applications	% Approved	% Denied	% Other	Total Applications	% Approved	% Denied	% Other
Low Income (<80% MFI)	270	80.5%	12.6%	7.4%	30	36.7%	46.7%	16.7%
Moderate Income (80-119% MFI)	206	85.0%	7.8%	7.3%	23	56.5%	39.1%	4.3%
Upper Income (≥120% MFI)	87	83.9%	8.0%	8.0%	46	50.0%	34.8%	15.2%
Not Available	29	44.8%	6.9%	48.3%	8	50.0%	12.5%	37.5%
Total	592	80.6%	10.0%	9.5%	107	47.7%	37.4%	14.9%

Note: Approved loans include those loans that were originated (i.e. approved and accepted) and those loans that were approved, but the applicant did not choose to accept the loan.

Source: Home Mortgage Disclosure Act (HMDA) data for 1998. Tabulated with the Centrax software.

Even if mortgage financing is generally available to households in Orange, a more critical impediment to homeownership is the overall high cost of housing and the inability of many potential buyers to fulfill downpayment and closing cost requirements.

### 3.3 GOVERNMENTAL CONSTRAINTS

Housing affordability is affected by factors in both the private and public sectors. Actions by the City government can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees, and other local programs intended to improve the overall quality of housing may in fact serve as a constraint to housing development and affordability.

#### Land Use Controls

##### *General Plan Land Use Element and Zoning Ordinance*

The City of Orange presently has four General Plan residential land use categories: Estate Density, Low Density, Low Medium Density and Medium Density. The applicable density ranges and the corresponding zone districts are identified in Table 21. The City of Orange Zoning Ordinance (Orange Municipal Code, Title 17) specifies the standards for the development of residential properties in the City and limits density to the maximums set forth

in the Land Use Element. Table 17.14.070, Residential Development Standards, of the Zoning Ordinance is included in Appendix D of the Housing Element.

**TABLE 21**  
**RESIDENTIAL LAND USE DESIGNATIONS**

Residential Designation	Density/Intensity	Corresponding Zone District (s)
Estate Density	1-2 du/acre	R1-20, R1-40
Low Density	2-6 du/acre	R1-6, R1-7, R1-8, R1-10, R1-12, R1-15
Low Medium Density	6-15 du/acre	R2-6, R2-7, R2-8, R-3
Medium Density	15-24 du/acre	R-3, R-4

Notes: R1 categories = single-family, R2 categories = duplexes, and R-3 and R-4 = multi-family.

Source: Table LU-2 of the City of Orange General Plan, 1989.

As of 1999, the incorporated City limits contained 41,375 total housing units. General Plan residential land use policy will allow for up to 49,466 units within the planning area, assuming that all lands in the City of Orange designated for residential use are built out at the typical density identified in the General Plan. This represents a potential net gain of 8,091 units. The SCAG Regional Housing Needs Assessment calls for Orange to provide 3,205 units during the 2000-2005 planning period. General Plan land use policy does not place any constraints on achieving this goal, since adequate land is available for residential use within the City and its Sphere of Influence.

The City Council has adopted a policy that establishes a target goal of allocating 20 percent of the annual production of new residential housing as affordable to very low-, low-, and moderate-income households for projects of 11 or more dwelling units (Zoning Ordinance, Section 17.14.015).

General Plan regulations establish a maximum residential density of 24 units per acre as indicated on the General Plan Land Use Policy Map. However, the zoning ordinance provisions do not guarantee that the maximum General Plan density is achievable for all projects and properties. Development density is dependent on many factors, including lot configuration, topography, unit size, development standards, neighborhood context, and other discretionary factors (Section 17.14.010).

Density bonuses of up to 25 percent may be granted for projects providing housing for lower-income families and the elderly. A density bonus greater than 25 percent may be granted if a higher percentage of units beyond the minimum eligibility requirements within a housing development are designated for seniors and/or very low- or lower-income households (Section 17.14.310 and 17.14.370).

The zoning ordinance encourages the development of senior citizen housing and incentives through Section 17.14.270-330 (Senior Citizen Housing), including a minimum tenure requirement of 30 years when a density bonus and an additional incentive is granted, and a minimum of 10 years when only either a density bonus or an incentive is granted.

Section 17.14.340-420 (Affordable Housing) of the zoning ordinance details comparable incentives and requirements for the development of dwelling units affordable to very low- and lower-income households.

Accessory second housing units are permitted with a conditional use permit (CUP) in all but one single-family zoning district, and this one district (R1-5) includes the City's smallest single-family lots (a minimum required lot area of 5,000 square feet) where second units are unlikely to be accommodated due to small lot size.

Emergency shelters and transitional housing facilities are allowed in R-3, R-4, OP, CP/C-1, CTR, C-2, and C-3 zones; all with a conditional use permit. A CUP is required since each use has unique characteristics, which require consideration on a case-by-case basis. The City has approved a number of such uses, and conditions generally address issues such as parking and recreation areas (particularly where children are involved). Conditions have not been overly restrictive, and allow for operation of various types of developments providing temporary housing. In addition, the City encourages and assists the development and operation of emergency shelters and transitional housing within the City through the use of its Community Block Grant Funds, including the provision of funding for Casa Teresa and Interval House.

Based on the City of Orange General Plan Land Use Element and zoning ordinance, adequate land use policy and zoning mechanisms are in place to encourage affordable housing development.

### **Development Standards**

The City of Orange Zoning Ordinance contains residential requirements for lot coverage, set backs, parking, landscaping, and open space that are considered standard for suburban communities in Orange County and Southern California. Table 17.14.070, Residential Development Standards, of the Zoning Ordinance is included in Appendix D of the Housing Element and identifies the lot coverage, set backs, as well as other residential development standards required in Orange. Mobile homes and manufactured homes with permanent foundations are permitted by right in all residential zones. The City has enacted an ordinance and supports the creation of accessory second units ("granny flats").

The City also utilizes the office of the Zoning Administrator, which was established to perform certain duties for the following official purposes:

1. To provide a means of appeal by an applicant requesting relief from administrative determinations, actions, and decisions;
2. To provide a method by which minor adjustments from ordinance requirements may be permitted without the necessity of the delays incident to the setting of such matters for public hearing before the Planning Commission;

3. To relieve the Planning Commission from the performance of certain functions of a more routine nature which tend to divert this body from the planning and major zoning functions entrusted to said Commission by the Orange Municipal Code and the laws of the State; and
4. To provide better and faster service to the citizens of the City and to those persons desiring to develop projects within the City through the reduction of the time necessary to consider minor adjustments from ordinance requirements.

The zoning ordinance specifies maximum floor-area ratios (FARs) for R-1 and R-2 zones, ranging from 0.40 to 0.70, depending on lot size. Development in the R-3 zone is limited to 45 percent lot coverage for two-story structures, and 55 percent coverage for one-story structures. Development in the R-4 zone is permitted up to 60 percent lot coverage. Mobile homes are permitted a 70 percent lot coverage of the mobile home space.

The required minimum distance between a mobile home and another mobile home is 10 feet from side to side, eight feet from side to front or rear, and six feet from rear to rear, or front to front, or front to rear. In addition, mobile homes must be located a minimum of 3 feet from all lot lines, except that no setback is required when a lot line borders an interior roadway.

The Zoning Ordinance establishes a minimum floor area per unit in R3 and R4 districts as follows: studio – 550 sq.ft., 1 bdrm – 600 sq.ft., > 1 bdrm – 600 sq.ft. + 150 sq.ft. for each additional bedroom. Senior housing is permitted reduced unit sizes as follows: efficiency – 450 sq.ft., 1 bdrm – 550 sq.ft., 2 bdrm – 750 sq.ft., room & board – 400 sq.ft. These minimum unit sizes are viewed as constraining, and may be reduced for affordable projects.

The City's off-street parking requirements (Section 17.34.060) are generally two spaces per unit in R-1 and R-2 zones, with only one space in the R-2 zone required to be enclosed. Off-street parking in R-3 and R-4 zones is based on the following number of bedrooms per unit: 1.2 spaces for studio units, 1.7 spaces for one-bedroom units, 2.0 spaces for two-bedroom units, and 2.2 spaces for three- or more bedroom units. A minimum of one space per R-3 and R-4 unit shall be covered either in a carport or garage, and a minimum of 0.2 spaces per unit shall be provided as easily accessible and distinguishable guest parking. These parking standards are considered reasonable and necessary given the shortage of on-street parking in Orange, and have not served as a constraint to development. The City has a strong track record providing modified parking standards for affordable projects, such as the Walnut Court family housing project. Mobile Home Parks require 2.0 spaces per unit, one of which must be covered, and one guest parking space per three mobile homes. The City only requires one additional off-street, unenclosed parking space for second units (Section 17.14.060). The City's Zoning Ordinance (Section 17.14.310) provides for the reduction of on-site parking requirements for senior housing projects to one space per unit, such as was approved for Fairway Manor/Chestnut Place, Pixley Arms, and Harmony Creek Apartments. These requirements may be further modified to allow for additional reductions, such as a reduction in the amount of enclosed parking, if approved by the Planning Commission.

The zoning ordinance (Section 17.14.070) requires usable open space to be provided in all residential developments according to the following standards: 875-2,000 square feet per unit in R-1 zones; 350 square feet per unit in R-2 zones; 250 square feet per unit in R-3 zones; 150 square feet per unit in R-4 zones; and 200 square feet per mobile home space in MH zones.

Local building codes conform to accepted State standards and are enforced through practices similar to those in surrounding cities. The City conducts sensitive enforcement of its building codes, providing property owners in violation of City codes with information on available rehabilitation programs. The continued construction of new residential units in Orange attests that the entire development process, including subdivision and development controls, is not overly cumbersome or costly compared to the region as a whole.

The City also has street dedication requirements for new developments, with the developer constructing the street (typical local street right-of-way of 60 feet, with 36-foot curb-to-curb paving). After construction is complete, the roadway is then dedicated to the City. The City also participates in two subregional programs designed to mitigate traffic impacts resulting from new development. The Traffic System Improvement Program (TSIP) requires developers to pay fees for street improvements. The Major Thoroughfare and Bridge Fee Program is a County-administered fee program that applies to the eastern and southern portions of Orange County.

## **Fees**

Orange currently assesses typical fees for zoning activities, subdivision processing, street trees, utility hook ups, transportation system improvements, park development, police and fire facilities, inspections, and grading and building permits. In addition, the school districts assess school fees from new development. The Community Development Department charges permit processing fees for various applications related to housing. For example, a fee is charged for the review and processing of a residential subdivision application. Once the final subdivision map is approved and a developer is ready to construct the project, assessments for parkland, street trees, utilities, and the like must be paid. Fees for residential development are listed in Table 22.

Also, the Orange Municipal Code requires fireproof roofing materials in areas adjacent to brush areas. This requirement could increase the cost for construction of new housing where these provisions apply.

Two fees identified in Table 22 may initially appear high – Development Agreements (\$11,000 deposit) and Major Land Use applications (\$3,000 deposit) – and warrant further explanation. Development agreements are used as a tool to provide additional assurance to a developer that a development project may proceed in accordance with existing rules, and have been used on very large projects, such as Serrano Heights and Santiago Hills II. The applicability of Major Land Use applications for residential projects is also quite limited in Orange, given the size thresholds and scarcity of large sites which meet this criteria. The fees on both Development Agreements and Major Land Use applications are structured as deposits, with the applicant only charged for actual staff time expended and unexpended funds

refunded to the applicant. In addition, the scale of projects subject to these fees are so large, their relative per unit impact is minimized.

**TABLE 22**  
**FEES CHARGED FOR RESIDENTIAL DEVELOPMENT**  
**CITY OF ORANGE**  
**(Minor Land Uses\*)**

Type of Fee	Cost
<b>Building Permit</b>	Based on project valuation
<b>Design Review Board</b>	
Site, Building Elevations & Landscaping/Irrigation	\$300
Signs & Sign Programs	\$140
<b>Staff Review Committee</b>	
Minor Site Plan Review Applications	\$400
<b>Zoning Administrator</b>	
Conditional Use Permit & Variance Applications	\$500
Administrative Adjustments	\$150
<b>Planning Commission</b>	
Conditional Use Permit & Variance Applications	\$975
Major Site Plan Review	\$1,025
Tentative Tract Map Applications	\$1,285 + \$30 per acre
Zoning Change Applications	\$1,165 + \$13 per acre
Negative Declaration (environmental review)	\$375
Modification to CUP, Major Site Plan Review or Variance Applications	\$925
Time Extension for CUP, Variance, Major Site Plan Review or Tentative Tract Map Applications	\$300
<b>Mitigation Monitoring Fee</b>	
Mitigated Negative Declaration	\$500 deposit/Billed @ \$78/hour
<b>Environmental Impact Report (EIR)</b>	Deposit Required
<b>Appeals to City Council or Planning Commission</b>	\$350
<b>Refund Processing Change</b>	\$10
<b>Staff Research</b>	
Requests that require staff to research and prepare a written response, such as whether a non-conforming structure or use can be replaced.	Executive Staff - \$112/hour Professional Staff - \$78/hour Technical Staff - \$63/hour
<b>Mills Act Program</b>	
Original Application Fee	\$400
Inspection/Annual Report	\$35
<b>In-Lieu Parking Replenishment &amp; Replacement Fees in the Downtown Plaza District</b>	
For each new parking space required	\$2,100
For each required parking space removed	\$7,000
<b>Project Fee when application fee is not required</b>	
Projects that do not require a Planning Division application fee, but require a public hearing before the Planning Commission or City Council, such as a parcel map.	\$500 deposit/Billed @78/hour
<b>Copies</b>	
Photocopy	\$.10
Microfilm	\$.40
<b>Special District/Impact Fees</b>	
Sanitation District	\$1,130-\$2,350/unit
Eastern Foothill Transportation Corridor	\$1,621-\$2,785/unit
Park Acquisition	\$3,872-\$7,040/unit
Transportation System Improvement Program (TSIP)	\$473-\$565/unit

**TABLE 22**  
**FEES CHARGED FOR RESIDENTIAL DEVELOPMENT**  
**CITY OF ORANGE**  
**(Minor Land Uses\*)**

Type of Fee	Cost
Police Facility	\$354.89/unit
Fire Facility	\$234-\$810/unit
City Sewer Connection	\$75/unit
<p>* Major land use applications, except for Development Agreements, require a \$3,000 deposit. Development Agreements require an \$11,000 deposit. A major land use application meets one or more of the following criteria: 1) 20 acres or more in size; 2) 80 lots or more; 3) Mixed use or high rise development; 4) Requires an EIR, General Plan Amendment, or Specific Plan; 5) Within the City's hillside areas; 6) Planned unit development, condominium or apartment project involving 50+ units, or 5+ acres; or 7) Development agreement.</p>	
<p>Source: City of Orange Community Development Department, 2000.</p>	

Fees and exactions do result in increased housing costs. The City conducted a survey in 1998 and 1999 to review all fees imposed for various municipal functions. The purpose of the study was to ensure that fees are legitimate and that the amounts charged reflect actual costs. Based on this survey, the City recently revised its fee schedule in 2000 to reflect the actual cost of for each function, raising some fees while significantly lowering the building permit fee. Compared to surrounding jurisdictions, the fees charged by Orange are not excessive. Similarly, the City's dedication and improvement requirements are devices commonly used by cities to receive public improvements that directly benefit the future residents of a development.

### **Building Codes and Enforcement**

The City of Orange has adopted the most recent version of the Uniform Building Code (UBC). This code is considered the minimum necessary to protect the public health, safety, and welfare. The local enforcement of the UBC does not add significantly to the cost of housing in Orange.

### **Local Processing and Permitting Procedures**

Processing and permitting procedures in the City of Orange vary, depending if the project is a ministerial or discretionary project.

Ministerial projects are projects that do not require discretionary action, comply with all zoning and development standards, and are of a small size and scope that is exempt from the California Environmental Quality Act. Such projects require only the issuance of a building permit. Generally, ministerial projects include building remodels, tenant improvements, and single family homes to be constructed on lots previously subdivided for such as purpose. The City's goals is to turn plans around, by issuing the building permit or returning the project to the applicant for a correction, within two weeks of submittal. Building permits require review

by all affected Departments, including Fire, Community Development, Public Works, and Police.

Discretionary projects require issuance of planning permits before construction can be approved, or building permits issued. Some discretionary projects meet all zoning and development standards, and are subject only to site plan review (SPR). Minor SPR's are exempt from CEQA and can be approved by the Staff Review Committee (SRC). Major SPR's are subject to CEQA, and require Planning Commission approval. Other discretionary projects that require issuance of planning permits include those where the type of use proposed has the potential for impacting surrounding neighborhoods unless properly conditioned, or where a waiver of site development standards are required. Such projects require either Zoning Administrator or Planning Commission approval. Tract maps, zone changes, General Plan Amendments, and any other project requiring an Environmental Impact Report (EIR), require review of both Planning Commission and City Council. The following are general processing times for discretionary permit review:

- Staff Review Committee review: approximately 2-4 weeks
- Zoning Administrator review: approximately 3 weeks
- Planning Commission review: approximately 2 months
- City Council review: approximately 4 months
- EIR's: minimum of 6 months

Once discretionary permits are issued, projects go forward for grading permits, if necessary, and then building permits.

Consistent with long-standing City policy, the City implements an up-front, interdepartmental review which assists an applicant in identifying issues early at the conceptual planning stage, prior to development of detailed, construction level plans. A key element of this process is the consolidated review by the Staff Review Committee, which reviews all aspects of a project such as environmental impacts, code compliance, and subdivision requirements. The Staff Review Committee provides developers with a single point of initial contact where all affected municipal departments are represented and available to provide guidance in a multi-disciplinary approach. This approach eliminates the confusion and inefficiency of dealing with each department on an individual basis. For discretionary projects, this consolidated review process culminates in a recommendation to the Zoning Administrator, Planning Commission, and/or City Council.

Processing times are reasonable in view of the constraints posed by legal notification, advertising, and the environmental review process. There does not appear to be a legally sufficient method to reduce the schedule in any significant way. In addition, based on a 1998 survey prepared by the City, the City's processing times for projects requiring Planning Commission or Zoning Administrator review are comparable or better than the surrounding jurisdictions.

### **3.4 STATE TAX POLICIES AND REGULATIONS**

#### **Article 34 of the California Constitution**

Article 34 was enacted in 1950. It requires that low rent housing projects developed, constructed, or acquired in any manner by any State or public housing agency, including cities, receive voter approval through the referendum process. The residents of Orange have not passed a referendum to allow the City to develop, construct, or acquire affordable housing.

While California Health and Safety Code further clarifies the scope and applicability of Article 34 to exclude housing projects that have government-required deed restrictions on less than 50 percent of the units or rehabilitation/reconstruction of housing projects that are currently deed-restricted or occupied by lower income persons, Article 34 still constitutes an obstacle for local governments to be directly involved in production of long term affordable housing. The City will continue to work toward repeal of Article 34 because it is a detriment to creating affordable housing.

#### **Environmental Protection**

State regulations require environmental review of proposed discretionary projects (e.g., subdivision maps, use permits, etc.). Costs resulting from fees charged by local government and private consultants needed to complete the environmental analysis, and from delays caused by the mandated public review periods, are also added to the cost of housing and passed on to the consumer. However, the presence of these regulations helps preserve the environment and ensure environmental safety to Orange's residents.

### **3.5 ENVIRONMENTAL AND INFRASTRUCTURE CONSTRAINTS**

#### **Environmental Constraints**

A wide range of environmental factors may constrain the development of new housing in Orange. Areas of special environmental significance, potential safety hazards, and development constraints will influence land use policy. The City of Orange Safety Element identifies areas of Orange subject to a number of environmental constraints, including flooding, landsliding, and faulting. The Open Space and Conservation Element identifies areas where significant ecological or natural resources are located. These constraints include both natural and built factors that will continue to influence long-range land use planning.

#### ***Flooding***

The Federal Emergency Management Agency (FEMA) publishes maps that identify areas of the City subject to flooding in the event of a major storm. These maps, referred to as Flood Insurance Rate Maps (FIRMs), indicate areas that may be inundated in the event of a 100-year

or a 500-year storm. In addition, the maps indicate the base flood elevations at selected intervals of the floodway.

The flood map contained in the Safety Element Technical Report indicates a potential for storm-related flooding along the Santa Ana River, Santiago Creek, and Handy Creek. Additional flood hazards include the potential for inundation from dam or levee failure.

Three major flood control reservoirs are located on streams that run through Orange. The three facilities of concern include Prado Dam, Santiago Dam, and Villa Park Dam. Extensive flood damage could occur in the event of dam failure at any of these three facilities. Figure S-4 in the Safety Element Technical Report identifies those areas of the City that might experience flooding in the event of dam failure.

### ***Hillsides***

Topography in portions of the planning area contain slopes that are too steep to easily accommodate development. The potential for slope failure will increase due to grading practices prior to construction and overwatering once developments have been completed. In addition, many landslides are caused by earthquakes.

### ***Geologic Hazards***

The entire planning area is located within a seismically active region that has been subject to major earthquakes in the past. The San Andreas Fault, Whittier-Elsinore Fault, Newport-Inglewood Fault, and San Jacinto Fault are active faults located within 30 miles of Orange. Other major faults may be buried under alluvium, or fault traces may have been obliterated due to natural weathering. Two of the most destructive earthquakes that occurred in California in recent years, the Coalinga and Whittier earthquakes, originated from previously unknown faults.

A number of smaller fault traces are located in the northern and eastern portions of the planning area. The El Modena Fault traverses the base of the Peralta Hills. The Peralta Hills Fault is located in the Peralta Hills just north of the El Modena Fault, as shown on Figure S-2 in the Safety Element Technical Report.

### ***Wildland Fires***

The greatest potential for wildfire is in the undeveloped areas located in the northern and eastern portion of the planning area. The risk to homes from wildfire will increase as development spreads into the chaparral covered hillside areas in eastern Orange.

### ***Noise***

Noise generated from mobile sources such as traffic and aircraft will continue to have the greatest potential impact on land use. The Noise Element describes the existing noise environment using maps that indicate high levels of noise in the planning area. The Noise

Element also identifies noise sources and contains goals and policies that will be useful in reducing the effects of noise, if not the actual intensity of noise. Land use policy discourages the placement of noise-sensitive land uses in areas that are subject to high noise levels.

### **Infrastructure Constraints**

Sewage *collection* is the responsibility of the City; the Orange County Sanitation District is responsible for sewage *treatment*. The City provides water service to most areas of Orange. Water in the sphere of influence will be provided by a cooperative agreement between the Irvine Ranch Water District and the City.

According to City engineers and public works officials, there are currently no significant infrastructure deficiencies (water, sewer, etc.), and it is anticipated that future growth in the eastern sphere of influence can be accommodated with extension of services. The cost for providing infrastructure will be paid with developer fees.

The City's Public Works Director indicates that water supplies and facilities, as well as sewer capacities, are anticipated to be sufficient to service the growth anticipated in the East Orange area, including the 18,000-acre sphere of influence. The conclusions assume the type of development in the future will be similar to what has already occurred.

### **Off-Site Improvements**

As an urbanized jurisdiction, Orange has already in place all of the necessary infrastructure to support future development. With the exception of the Serrano Heights and East Orange projects, all land designated for residential uses is served by sewer and water lines, streets, storm drains, telephone, electrical and gas lines. Since the majority of future development will be in-fill, larger projects may also require off-site traffic improvements, such as the installation of traffic signals or other traffic improvement measures, to mitigate increases in traffic. The provision for off-site improvements required for the completion of the Serrano Heights and East Orange area projects have or will be addressed through the Specific Plan process and potentially through Development Agreements, and the required improvements will be provided by the developers of each project.

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## 4. HOUSING RESOURCES

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### 4.1 SITES FOR HOUSING DEVELOPMENT

An important component of the Orange Housing Element is the identification of sites for future housing development, and evaluation of the adequacy of this site inventory in accommodating the City's share of regional housing growth as determined by the Southern California Association of Governments (SCAG).

#### **Vacant Sites**

As part of this Housing Element update, the City conducted a parcel-by-parcel vacant site analysis of the City to identify vacant sites that have the potential to be developed for residential uses. Table 23 quantifies the number and type of housing units that could be accommodated on the City's vacant residential sites. The City also estimated the potential number of residential units that could be developed on each site based on the current or proposed zoning, which totals 163 units for Sites 1 through 4.

All of the vacant sites are in-fill sites and have access to existing infrastructure located in the surrounding streets. As the sites are in-fill locations, they may require some traffic mitigation as part of the development process. Sites 1 and 2 have been vacant for many years, and it is unknown at this time what the owner's intents are for future development on Site 1; however, the City is ready to process applications for housing on this site. Site 2 is owned by the City; however, no plans have been adopted for this site. Site 2 would require levee protection from Santiago Creek to allow residential development to occur. The Orange Unified School District (OUSD) owns Site 4. When OUSD determines that the site is surplus property, the City will work with the District to encourage the development of residential units on the site.

#### **Underutilized/Redevelopment Sites**

The City also completed an analysis of underutilized areas within the City developed at densities significantly lower than allowed by the current zoning, or which provides a redevelopment opportunity for residential development. Two specific sites have been identified (Sites 5 & 6) developed with older single-family units with potential to accommodate nearly 50 single-family units under current zoning. Both of the sites have access to existing infrastructure located in the surrounding streets, though they may require traffic mitigation as part of the development process. The owner of Site 5 is currently marketing the property. The City has reviewed a number of preliminary plans, and is ready to process a request for housing on the site once an application is submitted. Site 6 consists of several older large lot single-family residences.

Some additional residential infill potential exists within the Old Towne area, both within the commercial mixed-use area and within the residential districts. A four-block area around the Chapman/Glassell intersection in the Old Towne Plaza area contains some existing residential units located above retail uses, including 30 units in "The Flats" loft apartments and 14 units

above a bank building, both renting at low income rents. Residential uses are permitted in this C-1 district with a CUP. Approximately 11,000 square feet of additional non-residential, vacant, second floor space above existing commercial uses is also available for conversion to affordable housing units with access to public transportation routes (Site 7). Assuming an estimated unit size of 600 square feet, approximately 18 new affordable units can be developed in the Old Towne/Plaza area. All of these in-fill and reuse sites have access to existing infrastructure located in the surrounding streets, though they may require traffic mitigation as part of the development process.

### *Uptown Orange*

Uptown Orange (Site 8) presents a significant redevelopment opportunity to create an urban residential and commercial village on 70 acres of land located in the western gateway into the City. With realignment of the freeway and arterials in this area, combined with the two significant vacant parcels totaling approximately 23 acres (former Orange Drive-In theatre and vacant Cinedome properties) and the approximately 8 acres of CalTrans remnant parcels, approximately one-third of the area lies vacant. The City has recently (January 2000) developed a land use concept and redevelopment strategy plan for the area, a key focus of which includes 500-850 village residential units, likely to consist of higher density apartments and condominium units. The Plan provides incentives to the private sector to develop quality urban housing, and other desired amenities including affordable housing, mixed-use retail, implementation of public spaces, integration of public art, and development of loft style housing over the retail uses.

The City is currently working with a consultant to implement the concepts presented in the strategy plan by developing a specific plan for the Uptown Area. The specific plan will further define the vision for the mixed-use development, and provide zoning level standards for future development. It will contain provisions for high-density residential development in conjunction with office, hotel, and supporting retail development. The specific plan is in an early stage of development; the City has committed the funds and executed a contract for consultant services to prepare a specific plan and environmental impact report (EIR) for this site, and the consultant has begun to draft the plan and conduct traffic studies. By creating a specific plan and completing the required environmental documentation, it is the City's intent to facilitate development of this site, by removing the burden of such documentation from future developers. Development consistent with the plan can thereby proceed at a much faster pace than would otherwise be possible. The City envisions that the specific plan and EIR can be adopted in 2001, with development proceeding thereafter within the current planning period.

A 25-acre, privately owned mobile home park lies within the specific plan boundaries. The specific plan will include the mobile home park as a permitted use, and will set forth provisions for residential use on the site to guide development if and when the property owner decides to close the park. Redevelopment of this mobile home park is not anticipated during this planning period.

It should also be noted that under current zoning in the Uptown area, multiple family housing is permitted (subject to CUP) as part of mixed-use development. Under the existing commercial zoning, there is no residential density cap. The City's desire is to establish a dense village atmosphere, and will establish minimum densities at 24 units/acre, with actual densities likely much higher. The higher densities encouraged in Uptown Orange, combined with regulatory and financial incentives for integration of affordable housing, make this an area prime for development with low and moderate income units.

As the Uptown area is currently developed, or was developed in the past, there is existing infrastructure available to support the proposed development, though some upgrades may be necessary, depending on the proposed intensity. The flood plain designation for the area was also recently removed, allowing for redevelopment of the site.

### ***West Chapman Avenue***

The West Chapman Avenue study area (Site 9) presents a longer term opportunity for residential redevelopment. The City adopted Vision and Redevelopment Strategy Plan for this 50-acre corridor area in April 2000. The City plans to widen Chapman Avenue from two to three lanes in each direction over the next 2-3 year period. As certain commercial properties are made non-viable through the road widening, integration of multi-family uses may be appropriate in some locations. As the area is currently developed, infrastructure will be available for future residential redevelopment, though some traffic mitigation may be required as part of the development process. At this time, the location and number of units resulting from implementation of the West Chapman plan is unknown.

### **Approved/Pending Projects**

A total of 97 affordable housing units will be developed on Sites 10-13. All of these projects are in the plan check stage, have been acquired for rehabilitation, have been issued building permits, or are in an advanced stage of planning. The City is also in the early stages of working with developers on development proposals for Site 16 to provide approximately 200 units. With the assistance of the Agency and City, OHDC has acquired and will rehabilitate 47 affordable apartment units on sites A and B. As all of these projects are located on in-fill sites, infrastructure is available in the surrounding streets, though some traffic mitigation may be required as part of the development process.

### ***Santiago Hills II***

The Irvine Company is proceeding with plans for the development of approximately 500 acres of its land within the City's Sphere of Influence (Santiago Hills II - Site 14). The entire Santiago Hills II site was recently rezoned Planned Community (PC) and a specific plan approved. The PC zone includes a map that specifically allows development of 569 low density residential units, 620 low-medium density residential units and 557 medium density units in the area. Of the multi-family (medium density) units, 380 are designated as apartments and 177 are designated as condominium units. Planned densities for the apartment component are at 24 units/acre, the top end of the City's Medium Density Residential (MDR)

district, thereby providing greater unit affordability by reducing per unit land costs. Review of condominium sales data in adjacent Santiago Hills I indicates prices generally within the moderate income range, and can be used as a general indicator of condominium price levels in Santiago Hills II.

The Irvine Company will provide the backbone infrastructure system as part of the development process. Appropriate service providers were contacted in conjunction with the preparation of the Supplemental EIR for this site. It was found that electrical service, natural gas service, solid waste disposal, water service, and sewer service can be provided for this project.

The Irvine Company indicates that, after various environmental studies are completed during the first half of 2001, they will be ready to process tentative tract maps later in the year and undertake grading for the first phase of development in early 2002. Timing for the multi-family MDR component of Santiago Hills II is linked to development of an adjacent elementary school, which is subject to a school mitigation agreement requiring completion no later than school year 2004. As described in the Housing Element (Program #12), the City is working with The Irvine Company to integrate affordable units within Santiago Hills and the greater East Orange area.

### *Serrano Heights*

The Serrano Heights project (Site 15) is zoned Planned Community (PC). PC zoning is intended to provide for use of more imaginative and innovative planning concepts than allowed under conventional zoning, and is often utilized in areas with unique circumstances or physical setting. This project is in a hillside area, abutting a regional park, and contains significant, prominent (protected) ridgelines visible from much of the region. The PC zoning consolidates the development areas, and retains much of the site in open space.

Serrano Heights is an approved project for which a specific plan has been adopted. Construction for the area will be phased. The first phase is the westerly portion of the project, where development is occurring at a rapid rate. Building permits have been issued for most of the 450 units in this area, with completion expected in 2001. The second phase includes the easterly portion of the site, for which a tentative tract map has been approved. Permits have not yet been issued, though construction is expected to begin in 2001. Phase three includes the project area approved for higher density housing (up to 24 units/acre), and while plans have not yet been submitted for this particular area, it is anticipated to be developed within the five year planning period. The provision of infrastructure was addressed in the specific plan, and will be constructed by the developer in conjunction with the three phases of development.

**TABLE 23**  
**RESIDENTIAL SITES INVENTORY**

Site #	Location	Gross Acreage/ Square Footage	Dwelling Unit Capacity	Current Zoning*	Status
<i>Vacant Residential Sites</i>					
1	4700 block East Washington Ave.	approx. 4 acres	40 units	R-3-A (Multi-Family - Single Story Overlay)	Zoned for multiple family, single story.
2	Adjacent to Triangle Terrace Senior Apts.	approx. 3 acres	45 units	R-2-6 (Residential Duplex - min. 6,000 lots)	Potential site for LMDR housing. City owned, no plans currently adopted for future use
3	500 Block of West Palm	1 acre	24 units	R-3 (Multi-Family)	Vacant property.
4	Rancho Santiago Blvd/Avenida Palmar	approx. 9 acres	54 units	R-1-7 (Single-Family - min. 7,000 lots)	Unused, vacant school site.
<i>Underutilized/Redevelopment Sites</i>					
5	Tustin/Sunview	approx. 5.4 acres	30 units	R-1-7 (Single-Family - min. 7,000 lots)	Contains one single-family dwelling.
6	1200 Block of East Walnut	3 acres	18 units	R-1-6 (Single-Family - min. 6,000 lots)	Large single family lots with potential for redevelopment.
7	Old Towne/Plaza Area (Glassell/Chapman)	11,000 square feet	18 units	C-1 (Limited Business)	11,000 square feet of existing vacant, second story space convertible to residential uses

**TABLE 23  
RESIDENTIAL SITES INVENTORY**

Site #	Location	Gross Acreage/ Square Footage	Dwelling Unit Capacity	Current Zoning*	Status
8	Junction of I-5 and 57 Freeway (Uptown)	approx. 70 acres total, 31 acres vacant	approx. 500-850 high density village residential units. No density cap under commercial zoning. Base density of 24 units/acre to be established in Specific Plan.	C-1, C-2, MH, M-1 (Limited Business, General Business, Mobile Home, Light Industrial)  (Uptown Orange Strategy Plan allows 24 du/ac + density bonus incentives)	Specific Plan under preparation. A portion is developed as a mobile home park, although not projected for redevelopment during planning period.
9	West Chapman Avenue/Main Street to 57 Freeway	approx. 5 acres	variable	C-2 (General Business)	Corridor widening in 2-3 years. Subsequent potential development of high density housing on select obsolete commercial parcels.
<b>Approved/Pending Projects</b>					
10	170 N. Prospect (La Plata Senior Housing)	0.4 acres	20 units - 2 very low or 4 low senior	C-1 (Limited Business)	In plan check.
11	353 S. Tustin St. (Creekview Senior Comm.)	1.5 acres	67 units - 17 units lower income senior	R-3 (Multi-Family)	In plan check.
12	320 S. Hewes & 4431 E. Marmon (OHDC project)	0.3 acres	5 units – low income large family	R-2-6 (Residential Duplex - min. 6,000 lots)	Permit issued.
13	La Veta (OHDC/Orange Rotary Senior Apts.)	0.31 acres	5 units – very low income senior	R-4 (Multi-Family)	5 senior housing units being planned

**TABLE 23**  
**RESIDENTIAL SITES INVENTORY**

Site #	Location	Gross Acreage/ Square Footage	Dwelling Unit Capacity	Current Zoning*	Status
14	Santiago Hills II	494 acres	Approximately 1,746 units (569 LDR, 620 LMDR and 557 MDR). Of 557 MDR units, 380 are apartments and 177 are condominiums.	County A-1  Pre-zoned by City as PC in anticipation for annexation	Currently in the City's SOI, but The Irvine Co. is processing the necessary environmental documentation and applications for annexation and development. Staff is in discussions with The Irvine Company regarding including affordable housing in the project. Annexation to occur in 2001-2002.
15	Serrano Heights	727 gross acres (including approx. 246 acres within Edison easement)	1,100 units (900 SFD and 200 MF)  (16 SFD are constructed with a remaining capacity of 1,084 units)	Planned Community	jBuilding permits for most of the 450 units in 1 <sup>st</sup> phase are issued for anticipated completion 2001. Phase II anticipated to begin in 2001 and Phase III shortly thereafter.
16	Sully Miller Site	117 acres	200 SFD proposed	S-G (Sand and Gravel)	Former quarry/processing site.
<b>Acquired with Planned Rehabilitation</b>					
A	264-280 S. Esplanade	n/a	27 units - 3 low income & 24 very low income (55-year affordability)	n/a	Redevelopment Agency assisted OHDC to acquire the property.
B	1924 & 1934 E. Wilson	n/a	20 very low income units (55-year affordability)	n/a	Redevelopment Agency assisted OHDC to acquire the property.

SFD = single-family dwelling, MF = multi-family dwelling, OHDC = Orange Housing Development Corporation, LDR = low density residential, LMDR = low medium density residential, MDR = medium density residential, and MU = mixed use.

\* Refer to Appendix D for Residential Development Standards, including density ranges for residential zoning categories.

Source: City of Orange, 2000.

## **Multi-family Acquisition and Rehabilitation**

In addition to development on vacant and underutilized land, Orange also produces affordable housing through the acquisition, rehabilitation, and deed-restriction of substandard multi-family properties. During this housing element cycle, the Redevelopment Agency and the City provided financial assistance to acquire, rehabilitate, and provide affordability covenants on 27 units located at 264-280 S. Esplanade Street (Site A). The units will be owned by the OHDC and will be limited to rental to three low income and 24 very low-income households for a period of 55 years

The Redevelopment Agency also assisted OHDC to acquire 20 units located at 1924 & 1934 East Wilson (Site B). These 20 units will be rehabilitated and rent-restricted for very low income households for a period of 55 years. While both of these projects will provide long-term affordable housing for very low income households, they are not towards the City's residential sites requirement. The City will continue to identify new units for acquisition and rehabilitation, and has included a goal in the Housing Element to achieve 100 units for rent to low and moderate income households during this housing period.

## **Second Units**

In addition to development on vacant land, the City recognizes the potential for additional new development of affordable housing in the form of second units. It is estimated that approximately 15 second units will be developed over the planning period. The City has incorporated development standards for accessory second housing units into its Zoning Ordinance and allows for reduced parking on-site, only requiring one unenclosed parking space for the second unit. The Ordinance allows for second units with a Conditional Use Permit in its R1-6 to R1-40 and R1-R zones where there is an existing permanent single-family dwelling unit.

## Residential Development Potential Compared with Orange's Regional Housing Needs

As indicated in Table 24, Orange has an identified future housing need (RHNA) of 3,205 units to be developed during the 1998-2005 period. Table 24 shows the breakdown of these 3,205 units into income categories.

**TABLE 24**  
**REGIONAL HOUSING GROWTH NEED BY INCOME GROUP**

Income Group	Total RHNA (1/1/98- 6/30/2005)	Housing Units Constructed	RHNA Remaining	Density Guidelines	Site Inventory Feasible Units Capacity
Very Low Income	635	0	635	=20 units/acre	969 – 1,319 <sup>1,2</sup>
Low Income	395	0	395		
Moderate Income	657	537	120	=8 units/acre	512 <sup>3</sup>
Above Moderate Income	1,518	371	1,147	less than 8 units/acre	2,391 <sup>4</sup>
Total	3,205	908	2,297		3,872-4,222 <sup>1,5</sup>

<sup>1</sup> Range is due to the estimated 500-850 village residential units in Uptown Orange Strategy Plan Area.

<sup>2</sup> Capacity includes Sites 3, 7, 8, 10, 17 low inc. units on Site 11, 12, 13, and 380 MDR apts on Site 14.

<sup>3</sup> Capacity includes Sites 1, 2, 50 market units on Site 11, 177 MDR condos on Site 14, and 200 MF units on Site 15.

<sup>4</sup> Capacity includes Sites 4, 5, 6, all LDR and LMDR on Site 14, 900 SFD units on Site 15, and Site 16.

<sup>5</sup> The feasible units capacity does not include Sites 9, A and B.

Source: City of Orange, 2000.

Housing units constructed and issued certificates of occupancy since January 1, 1998 can also be counted toward fulfilling the RHNA for this Housing Element cycle. According to the City, a total of 908 dwelling units have been constructed between January 1, 1998 and April 2000, leaving the City with a remaining RHNA of 2,297 units. Of these newly constructed units, 87 are within a market rate senior housing project on Newport Boulevard (Orange Park Heights). This development provides a high level of amenity and services, and rents at moderate income levels. The 281-unit Meridian Apartments is developed on a commercially zoned property on the prior Town & Country shopping center site, and rents at levels affordable to moderate income households. Finally, 169 attached single-family homes were developed during the same period at levels affordable to moderate income households, and 371 detached single family homes, including 16 units of the 1,100-unit capacity in Serrano Heights (Site 15), were developed for above moderate income households.

Table 24 compares the City's remaining RHNA of 2,297 units with the City's residential site inventory, which provides for 3,872 – 4,222 units. The City has evaluated its recent new construction affordable housing projects to determine the minimum density required for affordable housing. For example, Walnut Court and Hewes/Marmon, the two most recent family affordable housing projects constructed in the City were built at densities of approximately 14.6 to 15.6 units per acre. These two projects were assisted by a combination of funding, including tax credits and redevelopment housing set-aside funds and are affordable to very low and low income households. Senior housing projects are typically

developed at higher densities with smaller unit sizes and reduced parking, and the City's Zoning Ordinance allows for additional density bonuses for senior projects. As a result, Harmony Creek Apartments was developed at a density of approximately 41 units per acre, and is affordable to very low income households using HOME, redevelopment housing set-aside funding, and tax credits. Based on this analysis, affordable housing projects targeting low and very low income households can be achieved at densities of approximately 15 units per acre in Orange, but of course the higher the density, the less the subsidy required to achieve affordability. As a result, while housing affordable to lower income households can be developed at less than 20 units an acre, for the purposes of this analysis, the City has chosen a threshold of 20 units to the acre to reflect a reasonable density which minimizes reliance on subsidies to achieve affordability for lower income households. Based on this analysis of past projects, residential sites in Orange can be assigned to the RHNA income categories based on the following general development density and affordability guidelines:

- Lower Income - min. 20 units per acre
- Moderate Income - min. 8 units per acre
- Above Moderate Income - less than 8 units per acre

As indicated in Table 24, the City has provided zoning at appropriate densities to accommodate approximately 970 to 1,320 new lower income units. Very low income housing will require some form of subsidy regardless of density, and based on the four Redevelopment Agency assisted projects currently coming on-line, a minimum of 44 new very low income units will be provided. Additional very low income units will likely be provided through density bonuses such as on Site 2, through future Redevelopment Agency projects, and through density incentives tied to affordability covenants to be offered in Uptown Orange. The City has also provided for the development of over 510 units at densities which should offer affordability to moderate income households, well exceeding the City's remaining RHNA of 207 moderate income units.

## **4.2 FINANCIAL RESOURCES**

This section discusses the types of resources available for preserving existing affordable housing units and constructing new housing units: 1) financial resources potentially available to purchase, supplement, or rehabilitate existing units, or to build replacement housing; and 2) entities with the interest and ability to purchase and/or manage at-risk units.

### **Financial Resources**

There are a variety of potential funding sources available for acquisition, subsidy, rehabilitation, or replacement of existing affordable units. Due to the high costs of developing and preserving housing and limitation of both the amount and uses of the funds, a variety of funding sources may be required to preserve and maintain the City's existing affordable housing stock and expand new affordable housing opportunities. Table 25 identifies some of

the public and private funding available to implement housing programs. The programs that are used most often by Orange are described in more detail after Table 25.

**TABLE 25**  
**PUBLIC AND PRIVATE RESOURCES**  
**AVAILABLE FOR HOUSING PROGRAMS**

Program Name	Description	Eligible Activities
<b>1a. Federal Programs - Formula/Entitlement</b>		
HOME	Flexible grant program awarded to the City on a formula basis for housing activities.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• Home Buyer Assistance</li> <li>• Rental Assistance</li> </ul>
Community Development Block Grant	Grants awarded to the City on a formula basis for housing and community development activities.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• Home Buyer Assistance</li> <li>• Economic Development</li> <li>• Homeless Assistance</li> <li>• Public Services</li> </ul>
<b>1b. Federal Programs – Competitive</b>		
Supportive Housing Grant (SuperNOFA)	Grants to improve quality of existing shelters and transitional housing; increase shelters and transitional housing facilities for the homeless.	<ul style="list-style-type: none"> <li>• Homeless Assistance (Acquisition, New Construction, Rehabilitation, Conversion, Support Services)</li> </ul>
Section 8 Rental Assistance Program	Rental assistance payments to owners of private market rate units on behalf of very low income tenants (administered by the County).	<ul style="list-style-type: none"> <li>• Rental Assistance</li> </ul>
Section 202	Grants to non-profit developers of supportive housing for the elderly.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• New Construction</li> <li>• Rental Assistance</li> <li>• Support Services</li> </ul>
Section 811	Grants to non-profit developers of supportive housing for persons with disabilities, including group homes, independent living facilities and intermediate care facilities.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• New Construction</li> <li>• Rental Assistance</li> </ul>
Section 108 Loan	Provides loan guarantee to CDBG entitlement jurisdictions for pursuing large capital improvement or other projects. The jurisdiction must pledge its future CDBG allocations for repayment of the loan. Maximum loan amount can be up to five times the entitlement jurisdiction's most recently approved allocation. Maximum loan term is 20 years.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation Home Buyer Assistance</li> <li>• Economic Development</li> <li>• Homeless Assistance</li> <li>• Public Services</li> </ul>
<b>2. State Programs</b>		
Emergency Shelter Program	Grants awarded to non-profit organizations for shelter support services.	<ul style="list-style-type: none"> <li>• Support Services</li> </ul>
Mobile Home Park Conversion Program (MProp).	Funds awarded to mobilehome park tenant organizations to convert mobile-home parks to resident ownership.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> </ul>
California Housing Finance Agency (CHFA) Multiple Rental Housing Programs.	Below market rate financing offered to builders and developers of multiple-family and elderly rental housing. Tax exempt bonds provide below-market mortgage money.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition of Properties from 20 to 150 units</li> </ul>
Mortgage Credit Certificate Program	Income tax credits available to first-time homebuyers for the purchase of new or existing single-family housing. Local agencies (County) make certificates available.	<ul style="list-style-type: none"> <li>• Home Buyer Assistance</li> </ul>

Low Income Housing Tax Credit (LIHTC)	Tax credits available to individuals and corporations that invest in low income rental housing. Tax credits sold to corporations and people with high tax liability, and proceeds are used to create housing.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition</li> </ul>
California Housing Rehabilitation Program - Owner Component (CHRP-O)	Low interest loans for the rehabilitation of substandard homes owned and occupied by lower-income households. City and non-profits sponsor housing rehabilitation projects.	<ul style="list-style-type: none"> <li>• Rehabilitation</li> <li>• Repair of Code Violations, Accessibility Improvements, Room Additions, General Property Improvements</li> </ul>
<b>3. Local Programs</b>		
Orange Redevelopment Agency	20 percent of Agency funds are set aside for affordable housing activities governed by state law.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• New Construction</li> </ul>
Orange County Housing and Community Development Department	\$7 million available annually in support of affordable rental housing. Developers apply through competitive process. Matching funds required.	<ul style="list-style-type: none"> <li>• Rental Housing Development</li> </ul>
<b>4. Private Resources/Financing Programs</b>		
Federal National Mortgage Association (Fannie Mae)	Loan applicants apply to participating lenders for the following programs:	
a. Community Home Buyers Program	Fixed rate mortgages issued by private mortgage insurers.	<ul style="list-style-type: none"> <li>• Home Buyer Assistance</li> </ul>
b. Community Home Mortgage Improvement	Mortgages which fund the purchase and rehabilitation of a home.	<ul style="list-style-type: none"> <li>• Home Buyer Assistance</li> <li>• Rehabilitation</li> </ul>
c. Fannie Neighbors	Low Down-Payment Mortgages for Single-Family Homes in underserved low-income and minority communities.	<ul style="list-style-type: none"> <li>• Home Buyer Assistance</li> </ul>
Savings Association Mortgage Company Inc. (SAMCO)	Pooling process to fund loans for affordable ownership and rental housing projects. Non-profit and for profit developers contact member institutions.	<ul style="list-style-type: none"> <li>• New Construction of single family and multiple family rentals, cooperatives, self help housing, homeless shelters, and group homes for the disabled.</li> </ul>
California Community Reinvestment Corporation (CCRC)	Non-profit mortgage banking consortium designed to provide long term debt financing for affordable multi-family rental housing. Non-profit and for profit developers contact member banks.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition</li> </ul>
Federal Home Loan Bank Affordable Housing Program	Direct Subsidies to non-profit and for-profit developers and public agencies for affordable low income ownership and rental projects.	<ul style="list-style-type: none"> <li>• New Construction</li> </ul>

Source: Cotton/Beland/Associates, Inc., 2000.

### ***Redevelopment Housing Set-Aside Funds***

The City of Orange adopted three redevelopment project areas within the City: the Tustin Street Project Area, the Southwest Project Area, and the Northwest Project Area. Pursuant to State law, the Orange Redevelopment Agency established a Redevelopment Housing Set-Aside Fund using 20 percent of the tax increment revenue. Approximately \$2.4 million annually in set-aside funds will be available for the 2000-2005 planning period. Once the necessary fees have been paid, approximately \$1.2 million will be available annually for implementation of housing programs. Since set-aside funds are a function of property tax revenues, the amount of future deposits will depend on factors such as market conditions and the timing of new taxable development. Housing Set-Aside funds may be provided for affordable housing outside the Redevelopment Project areas.

### ***HOME Funds***

The City of Orange is a HOME participating jurisdiction and receives approximately \$470,000 from HUD annually for housing acquisition, construction and rehabilitation. HOME funds may also be used for tenant-based rental assistance, property acquisition, site improvements, and other costs related to the provision of affordable housing. The City has used HOME funds for multi-family unit rehabilitation and property acquisition in the past.

### ***Community Development Block Grant (CDBG) Program***

The City of Orange is a Community Development Block Grant (CDBG) entitlement jurisdiction eligible to receive CDBG funds from HUD for funding a wide range of community development activities. Orange's CDBG allocation averages approximately \$1,400,000 a year. CDBG monies are one of Orange's primary sources of funds to benefit low and moderate income households. The City of Orange will continue to use CDBG funds to stabilize neighborhoods and preserve and upgrade the existing housing stock.

### ***Mortgage Revenue Bonds***

Tax-exempt bonds can be issued to provide funds for construction and mortgage loans to encourage developers to provide rental housing. To encourage affordable housing development, the Orange Redevelopment Agency directly issued revenue bonds for the acquisition and rehabilitation of the 255-unit The Knolls/Villa Santiago project. As previously discussed, the City authorized CSCDA to issue mortgage revenue bonds to preserve the Casa Ramon project. The bonds also enabled the owners (a partnership of OHDC and Related Capital) to obtain tax credits for the project.

### ***Section 8***

The Section 8 rental assistance program extends rental subsidies to lower income families and elderly that spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30 percent of the monthly income and the actual rent. Most Section 8 assistance is issued to the recipients as vouchers, which permit tenants to locate their own housing and rent units beyond the federally determined Fair Market Rent in an area, provided the tenants pay the extra rent increment.

As of April 2000, there were 570 households in Orange receiving Section 8 rental assistance. Of these households, 133 were elderly, 83 were disabled, and 354 were families. There were 335 households on the waiting list. Of these, 68 were elderly, 62 were disabled, and 205 were families. The estimated waiting period to receive Section 8 assistance is one to four years.

### *Orange County Affordable Housing Clearinghouse*

The Orange County Affordable Housing Clearinghouse is a consortium of lending institutions and community groups focused on providing funds for affordable housing through team lending. Sixteen lending institutions are currently members of the coalition. Because the coalition is new, it does not currently have a track record in the community. However, the financial assets and expertise of coalition members suggest that this could be a significant source of funds for low-income housing in Orange County in the future.

## **4.3 NON-PROFIT HOUSING DEVELOPERS**

As discussed in the at-risk analysis previously, an alternative to providing subsidies to existing owners to keep units available as low-income housing is for public or non-profit agencies to acquire or construct housing units to replace "at-risk" units lost to conversion. Non-profit ownership assures the future availability of purchased units as low-income housing. Several public and non-profit agencies are currently active or have expressed an interest in purchasing and/or managing at-risk, low-income housing projects in Orange County.

***Orange Housing Development Corporation (OHDC):*** OHDC is a non-profit housing developer based in the City of Orange. Start-up costs of \$400,000 to establish OHDC were funded through the City's redevelopment housing set-aside funds. OHDC has constructed or rehabilitated a total of 914 units in California since 1992 including 224 units within the City of Orange; and currently has an additional 10 units within the City of Orange in predevelopment, including Villa Modena, a 5-unit project for large families. OHDC recently purchased and will rehabilitate Casa Ramon (75 family units), Wilson Avenue Apartments (20 family units), and the Esplanade Apartments (27 family units). Affordable housing projects completed by OHDC within Orange include: Chestnut Place/Fairway Manor (50 senior units); Harmony Creek (83 senior units); Adams I, II and III (9 family units); Rose Avenue (6 family units); Alice Clark Orange Blossom (4 senior units); Parker Apartments (3 family units); Pixley Arms (15 senior units); and Walnut Court (7 family 3-bedroom units).

***Orange County Community Housing Corporation (OCCHC):*** OCCHC is the oldest and largest non-profit affordable housing developer in Orange County. With assets exceeding \$13.5 million, OCCHC has developed over 200 units for very low-income families throughout Orange County. Developments by OCCHC include: Domingo Avenue Apartments (28 units), Newport Beach; Berry Street Apartments (4 units), Anaheim; Coffield Apartments (24 units), Dana Point; Irvine Condominiums (6 units), Irvine; Buena Street Apartments (28 units), Garden Grove; Keel Street Shelter (8 units), Garden Grove; and Citron Street (12 units), Anaheim. OCCHC participates in the management as well as the development of low-income housing and has expressed interest in purchasing/managing at-risk units throughout Orange County.

***Mercy Housing:*** Mercy Housing is a national network of non-profit housing developers and management organizations that was founded by the Sisters of Mercy in 1981. Mercy Housing

has developed and preserved 5,500 units of housing and currently manages 106 properties in 14 states. The Mercy Loan Fund is a revolving loan fund capitalized with \$16 million in below market rate investments from communities of Catholic women, foundations, individuals, and Catholic healthcare systems. Since 1985, the fund has made 229 below market rate loans totaling more than \$76 million for affordable housing properties developed by non-profit housing corporations.

***Jamboree Housing Corporation:*** Jamboree Housing Corporation (JHC) seeks to serve primarily, but not exclusively, low income households, and focuses on targeting very low income households. JHC provides the following services: purchase, sale, or rental of real property; development, rehabilitation and management of housing units; and technical assistance to other providers of affordable housing. JHC owns, developed, or assisted projects in Irvine, La Palma, Aliso Viejo, Mission Viejo, Garden Grove, San Jose, Sacramento, Riverside, Rowland Heights, and Gilroy for a total of 1,682 rental units and 131 home ownership units.

***Civic Center Barrio Housing Corporation:*** Civic Center Barrio Housing Corporation also has considerable experience in, and resources for, the development and/or management of low-income housing. Barrio Housing owns and operates over 130 housing units in Orange County and San Diego County, and has been involved in the development of over 400 affordable units. Barrio Housing has been operating in Orange County for 16 years. Representatives from Barrio Housing indicate that the corporation would be interested in preserving at-risk units throughout Orange County.

***HomeAid:*** HomeAid is a non-profit corporation established by the Building Industry Association (BIA) of Southern California to help alleviate the homeless problem in the region. The HomeAid program has a dual method: (1) identify effective homeless care providers (other non-profits) who need new or expanded shelter facilities and (2) mobilize building industry members, members of the general business community and volunteers to give in-kind assistance to complete projects. During the past 10 years, HomeAid has built and/or renovated 30 shelter projects, including Orangewood Children's Homes in Orange (a home for severely abused children) and Casa Teresa (a home for pregnant women), also in Orange, and has five additional projects in the construction or planning phase. Discussion with a representative of HomeAid indicates that this agency is interested in preserving at-risk housing in Orange County.

#### 4.4 AVAILABILITY OF PUBLIC SERVICES AND FACILITIES

As a highly urbanized community, public facilities are available to serve development throughout the incorporated city and unincorporated islands within City of Orange. Land located in the City's sphere of influence (East Orange) is not currently subject to an adopted Specific Plan, but prior to development, a Specific Plan will be completed for the area and will address how infrastructure and public services will be provided as part of the development process. As a result, the land designated for residential uses will be served by public services and infrastructure.

#### 4.5 ENERGY CONSERVATION

As residential energy costs rise, increasing utility costs reduce the affordability of housing. The City has many opportunities to directly affect energy use within its jurisdiction. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development, and requires adoption of an “energy budget”. The home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations.

## GLOSSARY

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**Acre:** A unit of land measure equal to 43,650 square feet.

**Acreage, Net:** The portion of a site exclusive of existing or planned public or private road rights-of-way.

**Affordability Covenant:** A property title agreement that places resale or rental restrictions on a housing unit.

**Affordable Housing:** Under State and federal statutes, housing which costs no more than 30 percent of gross household income. Housing costs include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and other related costs.

**Annexation:** The incorporation of land area into the jurisdiction of an existing city with a resulting change in the boundaries of that city.

**Assisted Housing:** Housing that has been subsidized by federal, state, or local housing programs.

**At-Risk Housing:** Multi-family rental housing that is at risk of losing its status as housing affordable for low and moderate income tenants due to the expiration of federal, state or local agreements.

**California Department of Housing and Community Development - HCD:** The State Department responsible for administering State-sponsored housing programs and for reviewing housing elements to determine compliance with State housing law.

**Census:** The official United States decennial enumeration of the population conducted by the federal government.

**Community Development Block Grant (CDBG):** A grant program administered by the U.S. Department of Housing and Urban Development (HUD). This grant allots money to cities and counties for housing rehabilitation and community development activities, including public facilities and economic development.

**Condominium:** A building or group of buildings in which units are owned individually, but the structure, common areas and facilities are owned by all owners on a proportional, undivided basis.

**Density:** The number of dwelling units per unit of land. Density usually is expressed “per acre,” e.g., a development with 100 units located on 20 acres has density of 5.0 units per acre.

**Density Bonus:** The allowance of additional residential units beyond the maximum for which the parcel is otherwise permitted usually in exchange for the provision or preservation of affordable housing units at the same site or at another location.

**Development Impact Fees:** A fee or charge imposed on developers to pay for a jurisdiction's costs of providing services to new development.

**Development Right:** The right granted to a land owner or other authorized party to improve a property. Such right is usually expressed in terms of a use and intensity allowed under existing zoning regulation. For example, a development right may specify the maximum number of residential dwelling units permitted per acre of land.

**Dwelling, Multi-family:** A building containing two or more dwelling units for the use of individual households; an apartment or condominium building is an example of this dwelling unit type.

**Dwelling, Single-family Attached:** A one-family dwelling attached to one or more other one-family dwellings by a common vertical wall. Row houses and town homes are examples of this dwelling unit type.

**Dwelling, Single-family Detached:** A dwelling, not attached to any other dwelling, which is designed for and occupied by not more than one family and surrounded by open space or yards.

**Dwelling Unit:** One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a household.

**Elderly Household:** As defined by HUD, elderly households are one- or two- member (family or non- family) households in which the head or spouse is age 62 or older.

**Element:** A division or chapter of the General Plan.

**Emergency Shelter:** An emergency shelter is a facility that provides shelter to homeless families and/or homeless individuals on a limited short-term basis.

**Emergency Shelter Grants (ESG):** A grant program administered by the U.S. Department of Housing and Urban Development (HUD) provided on a formula basis to large entitlement jurisdictions.

**Entitlement City:** A city, which based on its population, is entitled to receive funding directly from HUD. Examples of entitlement programs include CDBG, HOME and ESG.

**Fair Market Rent (FMR):** Fair Market Rents (FMRs) are set by HUD as the maximum gross rents allowed for available standard units in a county or Standard Metropolitan Statistical Area (SMSA). Fair Market Rents are used for the Section 8 Rental Program and many other HUD programs and are published annually by HUD.

**First-Time Home Buyer:** Defined by HUD as an individual or family who has not owned a home during the three-year period preceding the HUD-assisted purchase of a home. Jurisdictions may adopt local definitions for first-time home buyer programs which differ from non-federally funded programs.

**Floor Area Ratio (FAR):** The gross floor area of all buildings on a lot divided by the lot area; usually expressed as a numerical value (e.g., a building having 10,000 square feet of gross floor area located on a lot of 5,000 square feet in area has a floor area ratio of 2:1).

**General Plan:** The General Plan is a legal document, adopted by the legislative body of a City or County, setting forth policies regarding long-term development. California law requires the preparation of seven elements or chapters in the General Plan: Land Use, Housing, Circulation, Conservation, Open Space, Noise, and Safety. Additional elements are permitted, such as Economic Development, Urban Design and similar local concerns.

**Group Quarters:** A facility that houses groups of unrelated persons not living in households (U.S. Census definition). Examples of group quarters include institutions, dormitories, shelters, military quarters, assisted living facilities and other quarters, including single-room occupancy (SRO) housing, where 10 or more unrelated individuals are housed.

**Growth Management:** Techniques used by a government to regulate the rate, amount, location and type of development.

**HCD:** The State Department of Housing and Community Development.

**Home Mortgage Disclosure Act (HMDA):** The Home Mortgage Disclosure Act requires larger lending institutions making home mortgage loans to publicly disclose the location and disposition of home purchase, refinance and improvement loans. Institutions subject to HMDA must also disclose the gender, race, and income of loan applicants.

**HOME Program:** The HOME Investment Partnerships Act, Title II of the National Affordable Housing Act of 1990. HOME is a Federal program administered by HUD which provides formula grants to States and localities to fund activities that build, buy, and/or rehabilitate affordable housing for rent or home ownership or provide direct rental assistance to low-income people.

**Homeless:** Unsheltered homeless are families and individuals whose primary nighttime residence is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (e.g., the street, sidewalks, cars, vacant and abandoned buildings). Sheltered homeless are families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter (e.g., emergency, transitional, battered women, and homeless youth shelters; and commercial hotels or motels used to house the homeless).

**Household:** The US Census Bureau defines a household as all persons living in a housing unit whether or not they are related. A single person living in an apartment as well as a

family living in a house is considered a household. Household does not include individuals living in dormitories, prisons, convalescent homes, or other group quarters.

**Household Income:** The total income of all the persons living in a household. A household is usually described as very low income, low income, moderate income, and upper income based upon household size, and income, relative to the regional median income.

**Housing Problems:** Defined by HUD as a household which: (1) occupies a unit with physical defects (lacks complete kitchen or bathroom); (2) meets the definition of overcrowded; or (3) spends more than 30% of income on housing cost.

**Housing Subsidy:** Housing subsidies refer to government assistance aimed at reducing housing sales or rent prices to more affordable levels. Two general types of housing subsidy exist. Where a housing subsidy is linked to a particular house or apartment, housing subsidy is “project” or “unit” based. In Section 8 rental assistance programs the subsidy is linked to the family and assistance provided to any number of families accepted by willing private landlords. This type of subsidy is said to be “tenant based.”

**Housing Unit:** A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

**HUD:** See U. S. Department of Housing and Urban Development.

**Income Category:** Four categories are used to classify a household according to income based on the median income for the county. Under state housing statutes, these categories are defined as follows: Very Low (0-50% of County median); Low (50-80% of County median); Moderate (80-120% of County median); and Upper (over 120% of County median).

**Large Household:** A household with 5 or more members.

**Manufactured Housing:** Housing that is constructed of manufactured components, assembled partly at the site rather than totally at the site. Also referred to as modular housing.

**Market Rate Housing:** Housing which is available on the open market without any subsidy. The price for housing is determined by the market forces of supply and demand and varies by location.

**Median Income:** The annual midpoint income for each household size within a region that is defined annually by HUD. Half of the households in the region have incomes above the median and half have incomes below the median.

**Mobile Home:** A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, is built on a permanent chassis and designed to be used as a

dwelling unit when connected to the required utilities, either with or without a permanent foundation.

**Mortgage Revenue Bond (MRB):** A state, county or city program providing financing for housing through the sale of bonds.

**Overcrowding:** As defined by the U.S. Census, a household with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches. Severe overcrowding is defined as households with greater than 1.51 persons per room.

**Overpayment:** The extent to which gross housing costs, including utility costs, exceed 30 percent of gross household income, based on data published by the U.S. Census Bureau. Severe overpayment, or cost burden, exists if gross housing costs exceed 50 percent of gross income.

**Parcel:** The basic unit of land entitlement. A designated area of land established by plat, subdivision, or otherwise legally defined and permitted to be used, or built upon.

**Physical Defects:** A housing unit lacking complete kitchen or bathroom facilities (U.S. Census definition). Jurisdictions may expand the Census definition in defining units with physical defects.

**Project-Based Rental Assistance:** Rental assistance provided for a project, not for a specific tenant. A tenant receiving project-based rental assistance gives up the right to that assistance upon moving from the project.

**Public Housing:** A project-based low-rent housing program operated by independent local public housing authorities. A low-income family applies to the local public housing authority in the area in which they want to live.

**Redevelopment Agency:** California Community Redevelopment Law provides authority to establish a Redevelopment Agency with the scope and financing mechanisms necessary to remedy blight and provide stimulus to eliminate deteriorated conditions. The law provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare by the Agency. Redevelopment law requires an Agency to set aside 20 percent of all tax increment dollars generated from each redevelopment project area for the purpose of increasing and improving the community's supply of housing for low and moderate income households.

**Regional Housing Needs Assessment (RHNA):** The Regional Housing Needs Assessment (RHNA) is based on State of California projections of population growth and housing unit demand and assigns a share of the region's future housing need to each jurisdiction within the SCAG (Southern California Association of Governments) region. These housing need numbers serve as the basis for the update of the Housing Element in each California city and county.

**Rehabilitation:** The upgrading of a building previously in a dilapidated or substandard condition for human habitation or use.

**Section 8 Rental Voucher/Certificate Program:** A tenant-based rental assistance program that subsidizes a family's rent in a privately owned house or apartment. The program is administered by local public housing authorities. Assistance payments are based on 30 percent of household annual income. Households with incomes of 50 percent or below the area median income are eligible to participate in the program.

**Service Needs:** The particular services required by special populations, typically including needs such as transportation, personal care, housekeeping, counseling, meals, case management, personal emergency response, and other services preventing premature institutionalization and assisting individuals to continue living independently.

**Small Household:** Pursuant to HUD definition, a small household consists of two to four non-elderly persons.

**Southern California Association of Governments (SCAG):** The Southern California Association of Governments is a regional planning agency which encompasses six counties: Imperial, Riverside, San Bernardino, Orange, Los Angeles, and Ventura. SCAG is responsible for preparation of the Regional Housing Needs Assessment (RHNA).

**Special Needs Groups:** Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under California Housing Element statutes, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless. A jurisdiction may also choose to consider additional special needs groups in the Housing Element, such as students, military households, other groups present in their community.

**Subdivision:** The division of a lot, tract or parcel of land in accordance with the Subdivision Map Act (California Government Code Section 66410 et seq.).

**Substandard Housing:** Housing which does not meet the minimum standards contained in the State Housing Code (i.e. does not provide shelter, endangers the health, safety or well-being of occupants). Jurisdictions may adopt more stringent local definitions of substandard housing.

**Substandard, Suitable for Rehabilitation:** Substandard units which are structurally sound and for which the cost of rehabilitation is considered economically warranted.

**Substandard, Needs Replacement:** Substandard units which are structurally unsound and for which the cost of rehabilitation is considered infeasible, such as instances where the majority of a unit has been damaged by fire.

**Supportive Housing:** Housing with a supporting environment, such as group homes or Single Room Occupancy (SRO) housing and other housing that includes a supportive service component such as those defined below.

**Supportive Services:** Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Some examples are case management, medical or psychological counseling and supervision, child care, transportation, and job training.

**Tenant-Based Rental Assistance:** A form of rental assistance in which the assisted tenant may move from a dwelling unit with a right to continued assistance. The assistance is provided for the tenant, not for the project.

**Transitional Housing:** Transitional housing is temporary (often six months to two years) housing for a homeless individual or family who is transitioning to permanent housing. Transitional housing often includes a supportive services component (e.g. job skills training, rehabilitation counseling, etc.) to allow individuals to gain necessary life skills in support of independent living.

**U.S. Department of Housing and Urban Development (HUD):** The cabinet level department of the federal government responsible for housing, housing assistance, and urban development at the national level. Housing programs administered through HUD include Community Development Block Grant (CDBG), HOME and Section 8, among others.

**Zoning:** A land use regulatory measure enacted by local government. Zoning district regulations governing lot size, building bulk, placement, and other development standards vary from district to district, but must be uniform within the same district. Each city and county adopts a zoning ordinance specifying these regulations.

# OPEN SPACE AND CONSERVATION ELEMENT

City of Orange

General Plan

August, 1989

Prepared for the City by:

Cotton/Beland/Associates, Inc.  
Pasadena, California

## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction to the Open space and Conservation Element	OSC-4
Open Space and Conservation Element Goals and Policies	
Preventing Environmental Pollution	OSC-6
Preservation of Significant Environmental Resources	OSC-7
Preservation of Open Space for Recreational Use	OSC-8
Encouraging Cultural Development	OSC-9
Preservation of Visual and Aesthetic Resources	OSC-9
Preservation of Significant Archaeological Resources	OSC-10
Related General Plan Policies	OSC-10
Open Space and Conservation Plan	
Natural Resource Conservation and Protection Plan	OSC-13
Background for Resource Conservation	OSC-13
Resource Conservation Strategies	OSC-13
Parks and Recreation Plan	
Park Standards	OSC-18
Site Selection Standards for New Parks	OSC-21
Master Parks Plan	OSC-23
Master Trails Plan	OSC-27

## LIST OF FIGURES

	<u>Page</u>
Figure OSC-1: Components of Open Space Conservation Plan	OSC-12
Figure OSC-2: Aggregate Resources	OSC-17
Figure OSC-3: Parks Master Plan	OSC-25
Figure OSC-4: Joint Use Schools	OSC-26
Figure OSC-5: Trails Master Plan	OSC-29
Figure OSC-6: Trail Standards	OSC-31

## LIST OF TABLES

Table OSC-1: Open Space and Conservation Policy Matrix	OSC-11
Table OSC-2: Classification of Park Facilities	OSC-20
Table OSC-3: School Facilities - Joint Use	OSC-22

## INTRODUCTION TO THE OPEN SPACE AND CONSERVATION ELEMENT

The Open Space and Conservation Element is concerned with identifying the City's open space and natural resources and establishing policies directed toward managing these resources for the long-term benefit of the community.

This element combines two of the State-mandated general plan elements, specifically, the Open Space Element and the Conservation Element. Open space issues and conservation concerns are closely related; therefore, it makes sense to address these issues in a comprehensive manner. For example, open space land may be devoted to active recreational use, such as a neighborhood or community park. Alternatively, open space may be set aside for the conservation and/or managed production of natural resources, including significant mineral deposits, water resources or wildlife habitat. Finally, open space may be necessary to protect city residents from environmental hazards like flooding or landsliding. This element addresses all three of these open space/conservation issues.

The major goals emphasized in the Open Space and Conservation Element include:

- Participating in regional programs to improve air quality in Orange and throughout the air basin;
- Protecting the City's surface water and groundwater resources;
- Allowing for the continued extraction of sand and gravel (aggregate) resources;
- Placing into open space reserve lands which have unusual scenic qualities or which may threaten public safety; and
- Developing and maintaining a system of recreational open space uses to include parks and trails.

### Related Plans and Programs

Regional planning efforts to expand recreational opportunities and to protect natural resources have resulted in the preparation of several multi-jurisdictional plans applicable to Orange. Plans and programs related to open space and conservation issues include:

**Orange County General Plan Recreational Element:** In December of 1984, the County adopted a recreational element for the County-wide General Plan. The recreation element calls for extensive regional park and hiking/riding trail development in and around the City of Orange planning area. New regional parks scheduled for development include Weir Canyon Park, Peters Canyon Reservoir Park, and Villa Park Basin Park, a park which facilitates expansion of Irvine Park and linkage to Santiago Oaks and Weir Canyon Parks. In addition, the County's recreational master plan provides for expansion of Santiago Oaks Park. Park locations are indicated on Figure OSC-2 of this element.

Within the County Recreation Element is a regional riding and hiking trail plan. Planned trails link existing City and County trails to County and State trails in the City's eastern planning area. Figure OSC-3 shows proposed trail routes.

**California Environmental Quality Act Law and Guidelines:** The California Environmental Quality Act, or CEQA, was adopted by the State Legislature in 1970 in response to public demand that the environmental consequences of a project be known prior to project initiation. CEQA provides for broad-based environmental review of many types of projects. Decision-makers use the findings presented in environmental review documents (usually environmental impact reports or negative declarations) to assess project impacts and recommend measures to protect environmental resources. CEQA will continue to be instrumental in ensuring that adequate environmental review occurs for projects within the planning area.

**State Mining and Reclamation Act:** In 1975, the California Legislature enacted the Surface Mining and Reclamation Act (SMARA) which, among other things, provided guidelines for the classification and designation of mineral lands. "Mineral lands" includes lands containing sand and gravel, materials known collectively as aggregate resources.

In accordance with SMARA provisions, the State Mining and Geology Board has published a report describing construction aggregate deposits considered "regionally significant." This report, titled "Designation of Regionally Significant Construction Aggregate Resource Areas in the Orange County-Temescal Valley and San Gabriel Valley Production-consumption Regions," designates two areas in the Orange planning area as regionally significant. These areas are shown on Figure OSC-2 in the Open Space and Conservation Element Technical Report.

SMARA requires that the Orange General Plan contain mineral resources management policy which: 1) recognizes mineral information transmitted by the State Mining and Geology Boards; 2) assists in the management of land use affecting areas of regional significance; and 3) emphasizes the conservation and development of identified mineral resources.

**Air Quality Management Plan:** The South Coast Air Quality Management District (SCAQMD), the regional agency responsible for regulating pollutant emissions in the South Coast air basin, has adopted an Air Quality Management Plan (AQMP) pursuant to the requirements of the Federal Clean Air Act. The plan, titled "Long-Range Strategies for Improving Air Quality," establishes regulatory programs designed to reduce pollutant emissions from both stationary sources (industry, commercial businesses) and mobile sources (cars, trucks, construction vehicles). This plan is aimed at improving regional air quality.

**City of Orange Zoning Ordinance:** The City's Zoning Ordinance contains open space zoning districts. These districts, such as the "Sand and Gravel Extraction (SG)" and "Recreational Open Space (RO)" zone, provide for the protection of resource areas consistent with general plan land use policy.

**City Hillside Grading Policy:** In response to its desire to preserve ridgelines and steep hillside areas for aesthetic and public safety reasons, the City has adopted a hillside grading policy which prohibits grading on ridgelines designated "Open Space-Ridgelines" on the General Plan Land Use Policy Map. Wherever hillside grading occurs, graded slopes must be contoured and extensively landscaped with native vegetation or other compatible plant materials.

## **Scope and Content of this Element**

The Open Space and Conservation Element consists of two subsequent sections. The following section presents the City's general goals and policies related to the preservation of open space and conservation of resources. The "Open Space and Conservation Plan" provides detailed policy direction in two mini-plans: 1) the Natural Resource Conservation and Protection Plan; and 2) the Park and Recreation Plan.

## **OPEN SPACE AND CONSERVATION ELEMENT GOALS AND POLICIES**

Protection, conservation and enhancement of the City's environmental and recreational resources is the foremost goal of this element. The City hereby establishes several goals and policies designed to protect those resources which contribute to the long-term health and character of the community.

### **Preventing Environmental Pollution**

The community depends upon reliable sources of clean water and air to maintain a high standard of living and to protect public health. Through land use controls and the environmental review process, the City can do its part to ensure clean water supplies and to reduce the level of regional air pollution emissions. The city's participation in programs aimed at reducing the volume of urban waste deposited in landfills can help reduce this type of environmental pollution. Toward these ends, the City puts forward the following goals and policies.

**GOAL 1.0: The City will continue to recognize the need to consider environmental issues in all aspects of land use planning, with special emphasis on regional air quality, surface and groundwater resources, and environmental pollution.**

POLICY 1.1: Cooperate with the South Coast Air Quality Management District (SCAQMD) and other regional agencies to implement and enforce regional air quality management plans.

Implementation 1.1.1: Enforce City ordinance provisions relating to industrial emission levels.

Implementation 1.1.2: Require major new developments, as defined by implementing ordinance and other measures, to institute a Transportation Systems Management Plan.

Implementation 1.1.3: Review all major projects to determine the magnitude of potential air quality impacts and to ascertain whether or not further environmental analysis is appropriate.

Implementation 1.1.4: Continue to work with the State Air Resources Board and the SCAQMD to ensure implementation of the provisions of the Lewis Clean Air Act.

Policy 1.2: Protect significant groundwater recharge areas to ensure continued recharge of local groundwater basins.

Implementation 1.2.1: Coordinate drainage plans for new development with the Orange County Water District to ensure that major groundwater recharge areas are protected.

Implementation 1.2.2: Maintain publicly owned open space along Santiago Creek to ensure that the existing recharge areas are preserved.

POLICY 1.3: Cooperate with water supply agencies to protect the quantity and quality of local groundwater supplies.

Implementation 1.3.1: Continue to comply with State and Federal regulations for monitoring of domestic water supplies.

POLICY 1.4: Continue to participate in regional programs designed to reduce the growing need for sanitary landfill land area.

Implementation 1.4.1: Consider the possibility of creating a joint powers authority with several other cities in the immediate area in order to implement a waste-to-energy program.

## **Environmental Resources**

### **Preservation of Significant Environmental Resources**

The eastern portion of the City contains plant and wildlife habitat areas which, once removed, cannot be replaced. The City recognizes the need to preserve open space areas to protect these resources.

Plants and trees in particular, are welcome resources within the more urbanized areas in Orange. Trees provide a natural means of cleansing the air. They also provide shade and enhance the streetscape. Landscaping in general can improve the appearance of industrial and commercial development. The following policies reinforce the City's position that landscaping is an important component of project design.

Sand and gravel resources in the Orange planning area provide valuable sources of aggregate material for new construction. These resources benefit the region as a whole. In accordance with guidelines established by the State Mining and Geology Board, City policy recognizes the need to protect these resources from premature urbanization.

**GOAL 2.0: The City will take an active role in the management and conservation of plant and animal resources and mineral resources.**

POLICY 2.1: Preserve and protect existing plant resources in the City.

Implementation 2.1.1: Continue to implement the existing street tree program and consider expansion of the program to include all major arterial roadways in the City.

Implementation 2.1.2: Review existing ordinance landscaping requirements to ensure that the City's existing and anticipated needs are being met.

POLICY 2.2: Cooperation with appropriate City, County, State and Federal authorities charged with the responsibility of protecting plant and animal resources considered significant.

POLICY 2.3: Protect the Santiago Creek and the Santa Ana River corridors (“regionally significant” aggregate resource areas) from premature urbanization to ensure the continued availability of important sand and gravel resources.

Implementation 2.3.1: Continue to allow for the extraction of mineral resources in designated areas.

Implementation 2.3.2: Continue to enforce zoning ordinance provisions for reclamation of sand and gravel resource areas.

Implementation 2.3.3: Inform the California Division of Mines and Geology regarding any specific land use policies for “Regionally Significant Aggregate Resource Areas.”

### **Preservation of Open Space for Recreational Use**

A well planned and coordinated public park and trail system provides residents with opportunities for both active and passive recreation. The benefits of recreation on physical and mental health are well known, as it is the intent of the City to offer community residents every opportunity to achieve physical and mental health goals through recreation.

In addition, the City recognizes that new development requires additional park facilities. It is therefore the City’s aim to continue providing park space in areas readily accessible to area residents.

**GOAL 3.0: The City will protect, preserve and enhance open space resources for active and passive recreational purposes.**

POLICY 3.1: Maintain existing City parks at levels which provide maximum recreational benefit to City residents.

POLICY 3.2: Require new developments to pay park acquisition and development fees which accurately reflect the burden new developments place on City recreational facilities and programs, and emphasize the payment of in-lieu fees or parkland dedications.

Implementation 3.2.1: Utilize Quimby Act authorization as articulated in State planning and land use law, or other methods, to collect fees or require parkland dedication to mitigate impacts created by new development.

Implementation 3.2.2: Continue to evaluate the burden or demand new developments place on recreation facilities and establish new parkland impact fees based on the study’s findings. Revise relevant ordinances to reflect any fee schedule changes.

POLICY 3.3: Develop City recreation facilities in accord with the guidelines contained in the “Park Plan” component of the Open Space and Conservation Element.

Implementation 3.3.1: Implement the Park Facilities Master Plan. Establish 3.0 acres of parkland per 1,000 City residents.

Implementation 3.3.2: Implement the Hiking and Riding Trails Master Plan contained in the Open Space and Conservation Element.

Implementation 3.3.3: Continue to cooperate with the County of Orange and other agencies in the joint development of the Santa Ana River and Santiago Creek trails for recreational use.

POLICY 3.5: Continue efforts to establish joint use of open space lands and school facilities owned by the schools districts and/or the City.

POLICY 3.6: Provide for future expansion and development of parks and provide illuminated areas for night use.

Implementation 3.6.1: Assess the impacts of any proposals that involve night lighting for recreational activities (tennis, baseball, football, soccer, etc.) to ensure that any adverse impacts on adjacent sensitive areas can be mitigated.

### **Encouraging Cultural Development**

Whereas recreational open space provides Orange residents with opportunities to pursue physical health goals, areas set aside for the development of public libraries and community centers can provide the community with a means to encourage development of cultural and social health. These issues are not directly related to open space and conservation, but responsibility to pursue community cultural and social goals lies with the City Department of Community Services, the same agency which administers park planning and recreational programs. Therefore, goals and policies for encouraging cultural development are included here.

**GOAL 4.0: The City will provide residents with a range of opportunities to develop and use cultural facilities and resources.**

POLICY 4.1: Encourage development of art and educational resources in the City.

Implementation 4.1.1: Examine the creation of a Joint Powers Agency consisting of the City of Orange, the Rancho Santiago Community College District and the Orange Unified School District for the purpose of discussing the possibility of jointly constructing and operating a facility where all types of cultural operations and events can be carried on.

Objective 4.1.1.1: By the year 2000, develop a performing arts/activities center that could be used for a wide array of community activities. Facilities could be developed for performing arts groups, recreational services, art gallery, auditorium, meeting rooms, and offices for Leisure Services. One centralized location could be used to spearhead the various cultural and recreational activities.

Objective 4.1.1.2: Increase library services to meet standards for the anticipated future population.

### **Preservation of Visual and Aesthetic Resources**

The hills in the eastern portion of the City provide a significant visual backdrop to the urban environment. These areas, as well as open landscaped areas located throughout the City, provide

visual relief from expanses of roads, buildings and signs. It is the City's intent to preserve hillside open space areas wherever possible, yet still allow for development. Also, the City will encourage landscaping to be provided in the urban setting to create aesthetically pleasing boulevards, neighborhoods, and commercial and industrial developments.

**GOAL 5.0: The City will continue to preserve open space areas that are significant in terms of aesthetic and visual resources.**

POLICY 5.1: Encourage the development of landscaped medians and parkway landscaping along arterial streets in new subdivisions.

POLICY 5.2: Expand efforts to develop bikeways, trails and other open space linkages.

POLICY 5.3: Encourage the State to provide freeway landscaping.

POLICY 5.4: Work with the Southern California Edison Company to develop alternative open space uses within the company's easements which pass through the City.

POLICY 5.5: Preserve significant ridgelines by restricting development and grading of ridgelines visible throughout the community, except as permitted by hillside grading guidelines.

### **Preservation of Significant Archaeological Resources**

Orange County is rich in human history, with a record of occupation by many cultures extending as far back as 30,000 years ago. The City recognizes the importance of preserving archaeological resources as a link to the past. The following goals and policies reinforce the City's desire to maintain this link and to heighten public awareness of these resources.

**GOAL 6.0: The City will make every effort to preserve areas and artifacts of significant archaeological interest.**

POLICY 6.1: Ensure protection of significant archaeological and paleontological resources.

Implementation 6.1.1: Require developers to perform archaeological and paleontological surveys prior to grading in areas known or suspected to contain archaeological or paleontological resources.

Implementation 6.1.2: Enforce those provisions outlined in Appendix K of the California Environmental Quality Act Guidelines with regard to the preservation or salvage of significant archaeological and paleontological sites discovered during construction activities.

### **Related General Plan Policies**

Land use policy described in the Land Use Element most closely relates to resource conservation issues. The Land Use Policy Map provides areas to be set aside for the open space and conservation purposes described in this element. Table OSC-1 identifies goals from other elements which further the City's resource conservation aims.

**TABLE OSC-1**  
**Open Space and Conservation Element Policy Matrix**

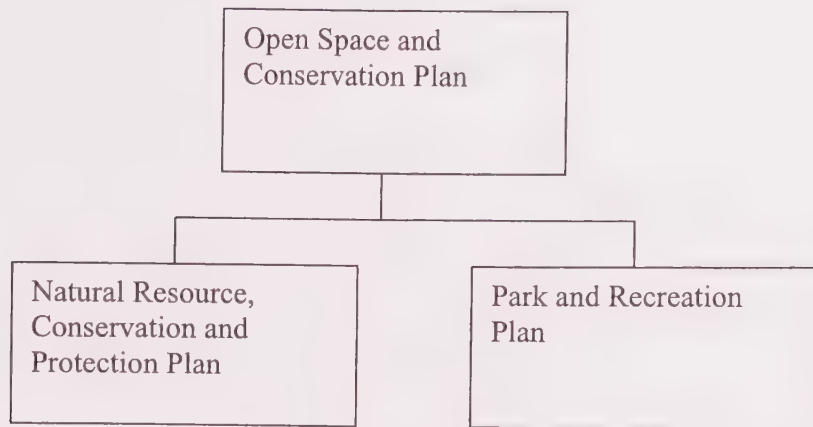
<b>Issue Area</b>	<b>Land Use</b>	<b>Housing</b>	<b>Circulation</b>	<b>Safety</b>	<b>Noise</b>
Preservation of Significant Environmental Resources	10.0	8.0	3.0	2.0	
Preservation of Open Space for Recreational Use	9.0, 10.0, 12.0				
Encouraging Cultural Development	7.0, 10.0	6.0			
Preservation of Visual and Aesthetic Resources	6.0, 7.0, 10.0	2.0	4.0		
Preservation of Significant Archaeological Resources	2.0, 7.0 13.0	6.0			

This table illustrates the internal consistency of the General Plan. The left-hand column summarizes the goals and objectives for the Open Space Conservation Element. The five columns to the right indicate which goals presented in the other five elements reinforce open space and conservation policies.

## **OPEN SPACE AND CONSERVATION PLAN**

The Open Space and Conservation Element covers a wide range of diverse issues, from the protection of significant aggregate resources to the establishment of recreation trails. In order to focus policy and implementation programs on each specific issue, the Open Space and Conservation Plan is divided into two “mini-plans” – a Natural Resource Conservation and Protection Plan, and a Park and Recreation Plan.

**FIGURE OSC -1**  
**COMPONENTS OF OPEN SPACE AND CONSERVATION PLAN**



## **NATURAL RESOURCE CONSERVATION AND PROTECTION PLAN**

### **Background for Resource Conservation**

For the many centuries before Orange was an incorporated city, people were attracted to the area by its wealth of natural resources – the temperate climate, clean air, abundance of water, variety of plants and animals, and vast acres of open space, from the alluvial plains below the Santa Ana Mountains to the rolling hills and shaded canyons. People found Orange to be a suitable place to farm, raise families and preserve a high quality lifestyle.

Population growth in the twentieth century has transformed Orange from a quiet farming community into a sizable urban city. The sand and gravel resources of the Santa Ana River and Santiago Creek have been used to support urban development first on the flatlands and then into the hills of east Orange.

Accompanying the growth has been a gradual reduction in the quality and quantity of the natural resources which first attracted people to the area. Growth in Orange, as well as throughout the region, has contributed to the decline in air quality, reduction in local groundwater supplies, and elimination of open space areas suitable for agricultural production and wildlife habitat.

Despite the reduction and loss of some resources, Orange residents have not lost sight of the benefits natural resources provide the community. Clean air and water are vital to ensure the protection of public health. Plant and wildlife resources enrich the urban setting by providing changes in scenery and environment. Similarly, passive open space such as landscaped medians or natural ridgelines give the community a sense of physical space. Also, the preservation of some open space areas (floodplains, steep hillsides) are necessary to protect public safety. Finally, aggregate resources provide the community with a source of income and a source of readily available building materials to support new construction and growth in appropriate areas of the community.

### **Resource Conservation Strategies**

Resource issues addressed in this plan include: air resources, water resources (both surface and water bodies and groundwater), biotic resources, passive open space, and mineral resources.

#### **Air Resources**

The long-term improvement and preservation of air quality are regional concerns requiring the coordination and cooperation of all jurisdictions within the South Coast Air Basin. As indicated in the introduction to this element, the South Coast Air Quality Management District (SCAQMD) is responsible for developing and monitoring air quality management plans for the entire basin. The SCAQMD's programs are directed toward reducing pollutant emissions from a variety of stationary sources (primarily industrial operations) and from vehicles via the enforcement of its "Rules and Regulations."

The City will carry out the following programs consistent with regional plans to improve air quality basinwide.

- Transportation Systems Management Plans: As indicated in this element (Implementation 1.1.2) and in the Circulation Element, the City will require major employers to institute Transportation Systems Management (TSM) Plans. Such plans will establish incentive to encourage employees to carpool, take public transportation, bicycle or use some means other than private automobiles to get to and from work.
- Environmental Review: As part of its environmental review process, the Planning Department will assess project impacts on air quality. Whenever appropriate review and mitigation measures will be coordinated with the SCAQMD.
- Land Use Policy: Land use policy calls for more intense commercial and industrial uses to be concentrated in specific areas of the City. By centralizing such uses, land use policy, in the long-term, may encourage mass transit to better service core employment areas. Also, increased business opportunities in the City may reduce the number of area residents commuting greater distances to work (e.g., to downtown Los Angeles or the John Wayne Airport area).

## **Water Resources**

Water resources in Orange include several surface water bodies, two major drainage courses and one minor course, and a portion of the vast Santa Ana River groundwater basin. Figure OSC-1 in the Open Space and Conservation Technical Report shows the location of surface water bodies and waterways.

The Lower Santa Ana River basin, which extends from San Bernardino County southwest to the Pacific coast, underlies the entire western portion of the city. The Santa Ana Mountains and foothills in the east form the eastern basin boundary.

**Surface Waters:** Existing surface water bodies – Irvine Lake, Villa Park Reservoir and Peters Canyon Reservoir – are all artificial lakes constructed to provide water storage and flood control capabilities. All three lakes lie within areas designated for open space uses on the General Plan Land Use Policy Map. In fact, the lakes lie within areas planned for public park uses. Land use policy ensures the preservation of these water resources for both resource conservation and recreation uses.

**Watercourses:** The Santa Ana River, which forms the City’s western boundary, is the major drainage course for the Santa Ana River basin. The river performs valuable flood control and groundwater recharge functions along its entire route. In recognition of the important role the river plays in providing groundwater recharge areas and adequate flood protection for Orange County, land use policy calls for open space uses along the river.

Santiago Creek, which flows from the Santa Ana Mountains through Orange and empties into the Santa Ana River in the City of Santa Ana, also serves to control floodwaters and recharge the groundwater basin. The Orange County Water District and County Flood Control use several large, abandoned mining pits along the creek for these purposes. In particular, the pits near Bond Street serve valuable groundwater recharge purposes. Land use policy recognizes these uses by designating the river and surrounding properties “Open Space” or “Open Space-Park.”

Handy Creek is a minor drainage course flowing from Peters Canyon Reservoir to Santiago Creek. The entire creek route is designated “Open Space” to protect the creek from development and to preserve its drainage functions.

**Groundwater:** Many cities in Central Orange County, including Orange, obtain over 50 percent of their domestic water from the Lower Santa Ana River groundwater basin. Additional demand is met by imported water supplied via the Metropolitan Water District of Southern California.

Basin Management responsibilities lie with the Orange County Water District (OCWD). OCWD has established several programs to maintain water quality and to ensure that sufficient basin recharge occurs. To maintain basin water levels, OCWD dictates how much water jurisdiction may withdraw from the basin each year.

By participating in OCWD’s resource programs, Orange participates in programs to protect available groundwater resources. Also, within the planning area are areas OCWD uses for groundwater recharge, specifically the abandoned aggregate pits at Bond Street and the Santa Ana River. The Land Use Policy Map, designates these areas “Open Space,” ensuring long-term preservation of the areas for recharge.

### **Biotic Resources:**

In order to ensure preservation of plant and wildlife resources, land must be protected from development to provide areas for native biota to thrive. Land use policy calls for preservation of several open space areas. Although the open space has not been set aside specifically to create and preserve habitat area, the areas will undoubtedly be used by wildlife for foraging and habitat.

Most notably, several hundred acres in the Peralta Hills are designated “Open Space.” Also, hills west and south of the Orange Park Acres neighborhood will be retained in a natural state. Finally, Cerro Villa Park will be developed as a nature park. Native landscape materials will be planted, and minimal development will occur (picnic tables, trails). An interpretative center may be provided at the park to educate the public of the importance of setting aside land for biotic resource preservation.

### **Passive Open Space**

Open space lands may be set aside for many purposes, including parks for recreation or wildlife habitat preservation, water resources for groundwater recharge, environmental hazard zones for the protection of public safety, or prominent geologic features for the visual enhancement of the urban environment. This section of the Natural Resource Conservation Plan focus on the latter – open space areas set aside for scenic beauty or enjoyment – and to a lesser degree, open space necessary to protect public safety.

**Ridgelines and Hills:** The hillside areas of Orange are punctuated by prominent ridgelines and steep canyons which form a strong visual backdrop to the urbanized valley below. The City recognizes the need to protect the ridgelines not only to preserve scenic areas but also to discourage development on steep hillsides surrounding the ridgelines. Land use policy provides

for the “Open Space – Ridgelines” (OS-R) designation which prohibits development in areas as designated.

Development on steep hillside areas can have adverse environmental consequences (e.g., increased hazard of landsliding, erosion, runoff) and can endanger persons living in houses built on rugged terrain. To reduce environmental and public safety risks associated with steep hillside development, land use policy calls for open space uses in areas where slopes generally exceed 25 percent.

**Boulevard Landscaping:** In the more urbanized areas of the City, boulevard and street median landscaping can effectively provide a sense of visual open space. Policies in this element call for the City to review and strengthen landscaping standards as necessary to provide green areas within commercial and industrial districts. The City may also expand its street tree program to include all major arterial roadways.

### **Mineral Resources**

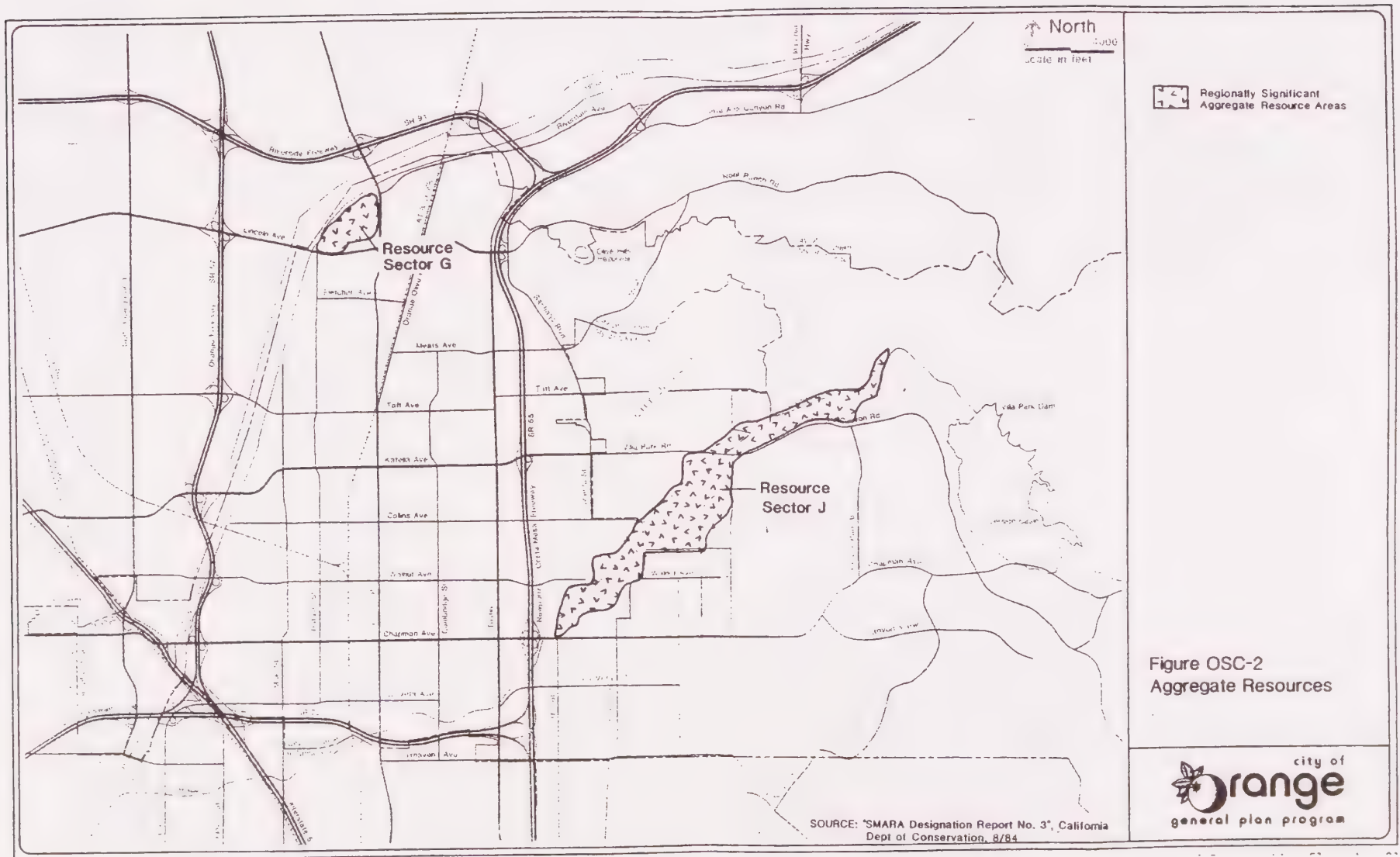
Significant mineral resource deposits in Orange are primarily limited to the sand and gravel resources contained in and along the Santa Ana River and Santiago

Creek. Sand and gravel resources are referred to collectively as “aggregate.” Aggregate is the primary component of Portland cement concrete, a material widely used in the construction industry.

As indicated in the Introduction section of this element (“Related Plans and Program”), the State Mining and Geology Board has published a report identifying areas containing regionally significant aggregate deposits. Two such areas lie in the Orange planning area. Figure OSC-2 identifies Resource Sector G adjacent to the Santa Ana River and Resource Sector J in and around Santiago Creek as “Regionally Significant Aggregate Resource Areas.” The State encourages general plan land use policy to recognize the importance of these deposits to the region’s economy.

The Land Use Element provides a means to protect the aggregate resource areas from premature urbanization. The “Resource Area” land use designation, which applies to all of Resource Sector G and portions of Section J, allows for only aggregate extraction or recreation uses. Those portions of Sector J not designated “Resource Areas” have an “Open Space” designation. While the latter designation does not permit mining, it will protect the resource zone from urbanization, making it possible to mine the areas at some future date if necessary.

The City’s zoning ordinance contains a “Sand and Gravel Extraction” (SG) district which allows for mining and related uses (rock crushing, manufacture of concrete products). The City will continue to use this zoning mechanism to further its land use policies related to aggregated resource preservation and management.



## **PARKS AND RECREATION PLAN**

This section of the Open Space and Conservation Element establishes long-range strategies and standards for the maintenance of existing park facilities and the development of new parks in Orange. This plan will serve as a basis for future park facilities planning. In addition, standards are identified which apply not only to the development of future parks and facilities, but also to the type and nature of sites and facilities obtained through purchase or dedication.

A number of key issues will continue to have an impact on the City's ability to maintain and expand recreation facilities and services in the coming years. First, the eastern half of the City will continue to experience a substantial amount of residential development. The increased population will require a full range of services, including those related to parks and recreation. There will be opportunities for acquiring new park sites through the City's ordinance requiring parkland dedications and the payment of parkland fees. The recreation needs of the older well established communities will also have to be monitored. Additional issues and concerns that will have a bearing on the maintenance and development of parks and recreation facilities in the future include:

- Orange will find it increasingly difficult to finance major capital improvements in its parks. In addition, it will become more difficult to obtain land for new park sites in the western portion of the city due to limited undeveloped land and increased costs for this land.
- Orange is presently deficient in improved recreational open space, according to standards established by the National Recreation and Parks Association (NRPA). A number of park sites have been acquired that, when developed, will reduce the gap between the standards and available park land. Also, school grounds, through joint use agreements with the City, will help to meet park land needs.
- Orange maintains and provides a wide range of specialized facilities such as game courts, athletic fields, and community buildings in existing parks. However, additional facilities are needed to meet future demands.
- A number of easements, including those for flood control, rail lines, and utilities, are located in Orange and present the City a unique opportunity to expand the existing system of trails and bikeways.
- Recent trends in land use law will make it increasingly difficult for the City to reserve private open space lands for future recreational use.

### **Park Standards**

The National Recreation and Parks Association (NRPA) publishes standards for both parks and specialized facilities such as game courts, athletic fields, and the like. While broad, generalized standards, such as those devised by the NRPA, provide benchmarks for needs assessments, the strict application of standards to individual cities is sometimes difficult.

Other factors also need to be considered in planning for future parks. The climate, with the cooler winters and the hot, dry summers, will affect when and how parks will be used. The age make-up of the population is another important consideration. The recreational needs of the growing elderly population are very different from the needs of young children and adolescents. Both groups are among the fastest growing population groups in Orange and therefore will require additional facilities and services in the future.

### **Park Types**

Parks can be categorized by location, spatial requirements, and facilities. Parks and recreational facilities in Orange have been placed into one of five categories: neighborhood parks, community parks, nature parks, joint use parks, and specialized facilities. Park categories are summarized in Table OSC-2 and are described in detail in the following paragraphs.

**Neighborhood Parks and Facilities:** Neighborhood parks are designed to promote both passive and active recreation at the neighborhood level. Neighborhood parks may include a variety of facilities, including playground equipment, picnicking areas, open courts and athletic fields. Such parks generally range in size from two to ten acres and serve neighborhoods with a one-half mile radius. Parks in this category include La Veta, Katella, Olive, El Modena, Killefer, Shaffer, Handy, Santiago Hills, Southmark and Nohl Hills parks.

**TABLE OSC-2**  
**CLASSIFICATION OF PARK FACILITIES**

Park/Facility	Area (in acres)	Tot Lot	Picnic	Courts	Fields	Community Meeting Rooms
<u>Neighborhood Parks</u>						
La Veta Park	2.0	Yes	Yes	Yes	No	No
Katella Park	3.0	Yes	Yes	No	No	No
Olive Park	6.0	No	No	No	Yes	No
El Modeno Park	7.0	Yes	Yes	No	Yes	No
Killefer Park	7.0	Yes	Yes	Yes	Yes	Yes
Shaffer Park	7.0	Yes	Yes	No	Yes	Yes
Handy Park	7.5	No	Yes	Yes	Yes	No
Yorba Park	8.0	Yes	Yes	No	Yes	No
Santiago Hills Park	8.5	Yes	Yes	No	Yes	No
Southmark Park	4.0	Yes	Yes	Yes	Yes	No
Nohl Hills Park	6.5	Undeveloped				
<u>Community Parks</u>						
El Camino Real Park	20.0	Yes	Yes	Yes	Yes	Yes
W.O Hart Park	36.0	Yes	Yes	Yes	Yes	Yes
<u>Passive Parks</u>						
Cerro Villa Park	25.0	Undeveloped				
Eisenhower Park	22.0	Yes	Yes	No	No	No
<u>Specialized Facilities</u>						
Pitcher Park	0.5					
Orange Senior Center	Arboretum					
<b>TOTAL PARK ACREAGE</b>	169					

**Community Parks:** Community park facilities may include a diverse range of facilities and equipment which have an equally diverse range of functions and serve several neighborhoods. Parks in this category may have a variety of athletic fields and game courts as well as indoor facilities. Lighting at these facilities enables the community to use the parks during evening hours. Parks in this category include El Camino Real and W.O. Hart parks.

**Passive Parks:** Passive parks include those facilities which are primarily passive in nature. Facilities included in these parks are limited to picnic areas, bicycle paths, biking trails and interpretive exhibits. Game courts and athletic fields are not provided. Passive parks may also be used to preserve areas that are ecologically, historically or archaeologically significant. Cerro Villa and Eisenhower parks are in this category. Because of the wide range of possible facilities, no specific standards have been devised for passive parks.

**Joint Use Parks:** A number of schools are available to the public for recreational purposes. The City has made arrangements with the local school district to allow organized athletic leagues

to use game courts and athletic fields when they are not being used for school functions. Table OSC-3 indicates which schools are available for participation in the joint use program.

**Specialized Facilities:** Specialized facilities include recreational facilities which serve a single purpose or which are otherwise unique. Facilities included in this category include hiking and bike trails, nature preserves and community centers. Because of the variety of facilities that could be placed in this category, no specific standards apply.

### **Site Selection Standards for New Parks**

The City of Orange and areas within the City's sphere of influence have grown considerably since the early 1980's. While the rate of growth in the future is difficult to predict, many thousands of new houses will be constructed in the eastern portion of the sphere of influence during the next several decades. This migration will require the development of new parks and facilities if recreational needs of the new population are to be met. For this reason, park site acquisition and development will be a major objective of the City in the future. A major goal of the City of Orange Department of Community Services is to make sure that all future park sites obtained through dedications or purchases are adequate in terms of meeting the recreational needs of the City. A park that is inaccessible, lacks usable open space or is otherwise constrained has limited utility to the residents it is designed to serve. To ensure that this does not happen, the following standards are established to apply to the acquisition of new park land:

**TABLE OSC-3**  
**SCHOOL FACILITIES – JOINT USE**

School Facility	Field Area (in acres)	Ball Courts	Fields	Track	Tennis Courts	Hand Ball	Pool
<u>Elementary</u>							
California	9.0	Yes	Yes	No	No	No	No
Cambridge	5.1	Yes	Yes	No	No	No	No
Esplanade	6.5	Yes	Yes	No	No	No	No
Fletcher	4.5	Yes	Yes	No	No	No	No
Handy	8.6	Yes	Yes	No	No	No	No
Jordan	6.8	Yes	Yes	No	No	No	No
Katella	7.9	Yes	Yes	No	No	No	No
La Veta	10.0	Yes	Yes	No	No	No	No
Linda Vista	6.2	Yes	Yes	No	No	No	No
Olive	4.4	Yes	Yes	No	No	No	No
Palmyra	7.4	Yes	Yes	No	No	No	No
Parkside	7.3	Yes	Yes	No	No	No	No
Prospect	10.2	Yes	Yes	No	No	No	No
Silverado	6.1	Yes	Yes	No	No	No	No
Sycamore	5.5	Yes	Yes	No	No	No	No
Taft	10.7	Yes	Yes	No	No	No	No
West Orange	5.0	Yes	Yes	No	No	No	No
<u>Junior High</u>							
McPherson	15.2	Yes	Yes	Yes	Yes	Yes	No
Peralta	13.3	Yes	Yes	Yes	Yes	Yes	No
Portola	13.6	Yes	Yes	Yes	Yes	Yes	No
Santiago	14.0	Yes	Yes	Yes	Yes	No	No
Vista del Rio	15.1	Yes	Yes	Yes	No	No	No
Yorba	11.6	Yes	Yes	Yes	No	No	No
<u>High School</u>							
El Modena	20.0	Yes	Yes	Yes	Yes	Yes	Yes
Orange	20.0	Yes	Yes	Yes	Yes	Yes	Yes
Richland	1.0	Yes	Yes	No	No	Yes	No
<b>TOTAL ACRES</b>	<b>245</b>						

- The service area ideally should not be divided by natural or man-made barriers such as arterial highways, railroads, freeways and commercial or industrial areas which would render the site inaccessible or undesirable as a park.
- Neighborhood parks should be located adjacent to elementary schools whenever possible. Primary consideration should be whether the existing school has adequate play space to serve both its educational needs and the needs of the neighborhood for playground space.
- The site for a community park ideally should be of sufficient size to include a recreation building unless adjacent school facilities can be designated to serve public uses when school is not in session.
- The site for a neighborhood park, especially when not attached to a school, should have street frontage. If located where adjacent streets are not sufficient for parking, the site should have a parking lot. Community park sites should have direct access to an arterial street.
- All neighborhood and community park sites should be accessible to the people of the community by foot, by bicycle, or a short drive by automobile.

## **Master Parks Plan**

The park standards and site selection criteria for new parks described above can be used to create a master parks plan. This plan, shown in Figure OSC-3, indicates the location of existing and future City parks. The plan also shows school sites which are used by the City and private athletic organizations (e.g., Youth Soccer, Little League Baseball) for active recreation purposes and therefore are included in the park land inventory.

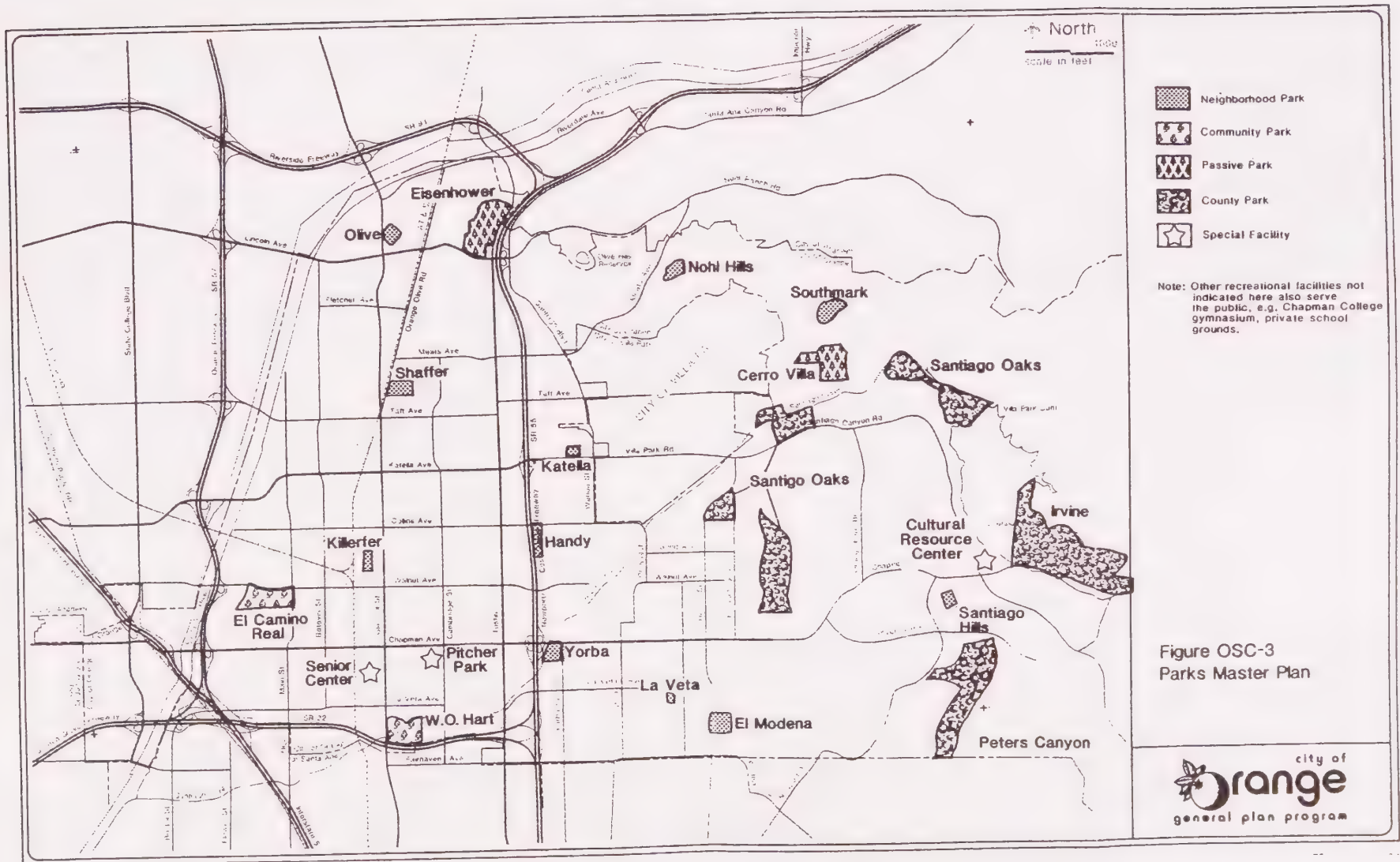
## **Park Land Inventory and Acreage Standards**

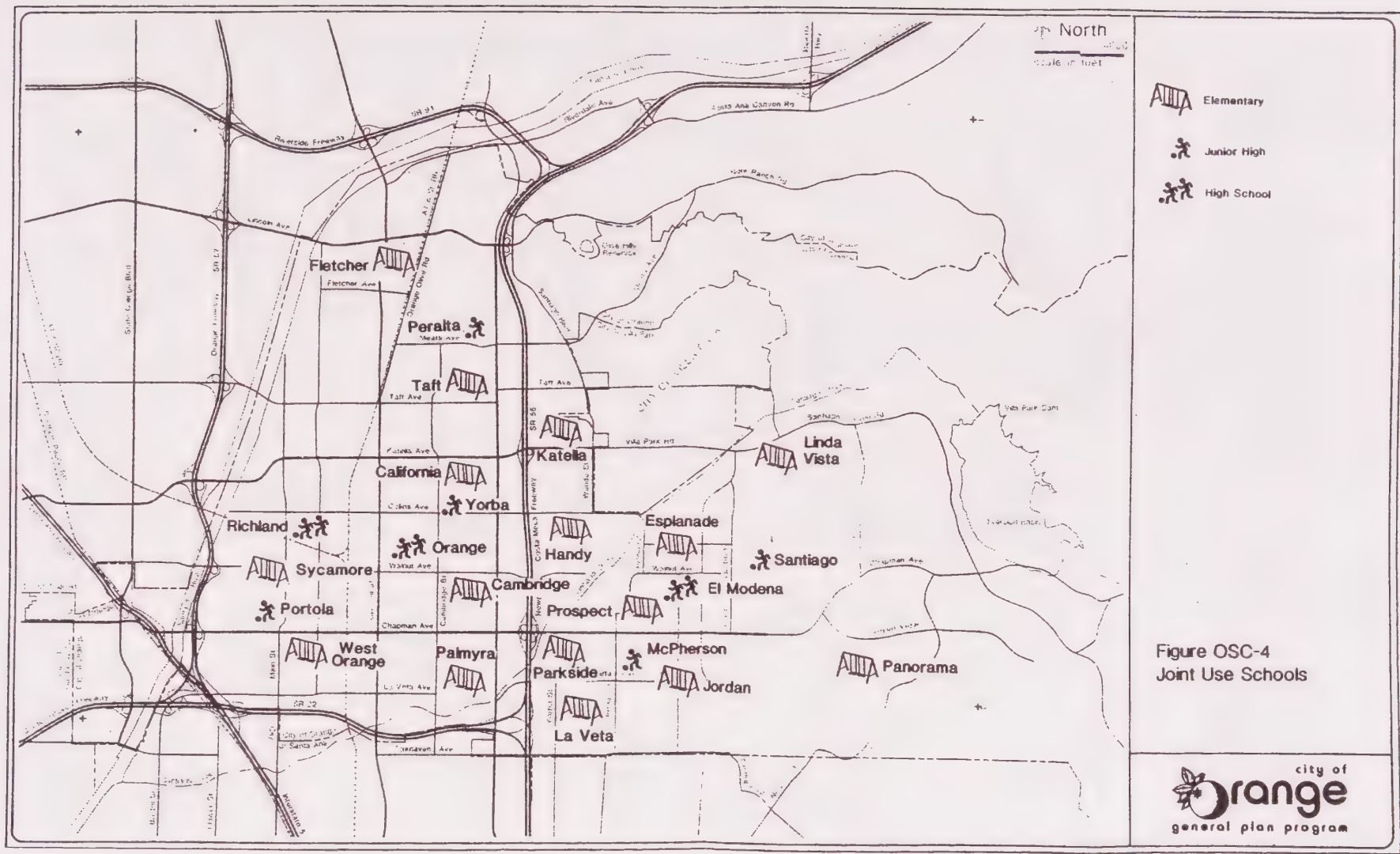
In order to ensure that City residents, now and in the future, are provided with sufficient park land to meet recreation needs, the City establishes a standard of 3.0 acres of park land per 1,000 population.

This standard shall include all City parks and a portion of all schools which actively participate in the City's joint use program. County parks within City limits and trails are not included in the parkland inventory total.

School sites are included within the parkland inventory because the City maintains joint use agreements with the school district and because the school recreation yards provide usable open space in areas of Orange where little or no opportunities exist to acquire new parkland. In the past, the oversized school sites have provided play equipment and athletic fields which served the schools as well as surrounding neighborhoods. City policy will allow for new parks to be developed in conjunction with school grounds. Such planning will allow a portion of the park to serve school students during normal school hours, and the entire park will be available to surrounding residential areas when school is not in session. Figure OSC-4 shows schools participating in the joint use program.

Other recreational facilities not indicated on Figure OSC-3 also serve City residents. For example, Chapman College gymnasium is used for basketball and gymnastic programs, and private school grounds are used by soccer and baseball leagues. These facilities are beyond the City's control and therefore are not included in the recreational facilities inventory.





## **Park Development Proposals**

Undeveloped parks identified in Table OSC-2 will be improved in accord with capital improvement plans prepared by the Department of Community Services. In general, the following development goals and schedule will guide park improvements.

**Southmark Park:** Southmark Park lies in the northern hills of the City within the Serrano Heights Specific Plan area. The park will be completed in accord with the time schedule outlined in the specific plan conditions of approval. The park will be designed to serve the immediate neighborhood.

**Nohl Hills Park:** Nohl Hills Park is intended to be a nature park, providing more passive recreational opportunities such as picnicking or strolling. Terrain on the park site and underlying geologic conditions prevent the park from being developed with playing fields or ball courts. A playground area may be provided. The park should be developed within a five to ten year period, or sooner if residential development occurs in the surrounding hills.

The City may be able to reach an agreement with private developers to move Nohl Hills Park to more level, graded terrain in the area. If this is possible, Nohl Hills Park may include active recreational facilities as the site permits.

**Cerro Villa Park:** Several factors guide the development of Cerro Villa Park as a nature park, including:

- The site is a former landfill;
- The site is somewhat difficult to access; and
- The site is set in a somewhat rural residential environment, surrounded by large lot residential development.

Cerro Villa Park should be developed within the next 10 years as funds permit. On-site improvements should be limited to a parking lot, trails, planting of native vegetation and picnic tables. A nature interpretive center, similar to that provided at the County's Modjeska Canyon park, may be included.

## **Master Trails Plan**

In addition to establishing a master plan for park facilities, this section of the Open Space and Conservation Element also provides a master trails plan. This plan focuses on identifying routes for hiking, bicycle and pedestrian trails as well as the ideal standards for these trails.

Figure OSC-5 identifies trail routes which are to be separate from established or planned roadways. These trails can be designed to accommodate equestrians, bicyclists and hikers as indicated. Bicycle routes on roadways and roadway bicycle lane standards are discussed in the Circulation Element.

### **Santa Ana River Trail**

The County has established equestrian and bicycle/hiking trails along the Santa Ana River from the Riverside County/Orange County boundary all the way to river's mouth in Huntington Beach. The trails master plan recognizes this route as it pertains to Orange. The City will continue to support the County's plans with regard to trail improvements.

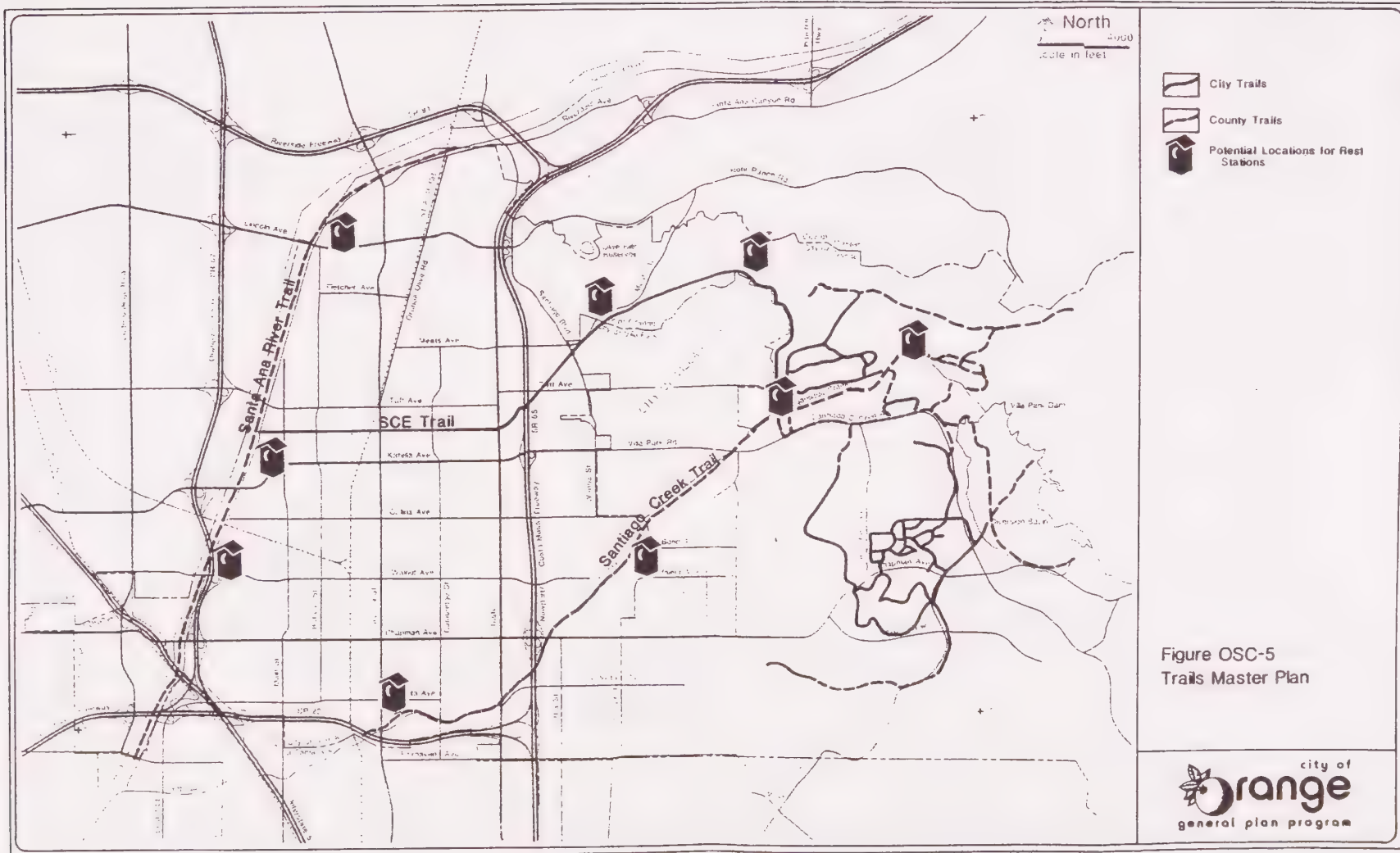
### **Santiago Creek Trail**

Great opportunities exist to establish a trail along the entire course of Santiago Creek, linking W.O. Hart Park in Old Towne Orange to Santiago Oaks County Park and Irvine Lake in the hills of east Orange. Figure OSC-5 shows a trail extending along this route. The trail route through Orange should connect to and be compatible with planned County trail routes upstream from Santiago Oaks Park.

The Santiago Creek Trail should be designed as a general hiking and riding trail adjacent to the river channel in accord with the standards indicated in Figure OSC-5. At selected locations along the trail route, rest stations should be provided. Possible station locations are shown in Figure OSC-5. A rest station may include such improvements as drinking fountains, benches, shade trees and trash receptacles.

### **SCE Trail**

The SCE (Southern California Edison) Trail makes use of power line and gas line easements which extend across the Peralta Hills, west toward the Costa Mesa Freeway and further west, between Taft and Katella Avenues, to connect to the Santa Ana River Trail. Along its entire route, the trail should be designed as a general riding and hiking trail. The trail surface should be improved with weather resistant material.

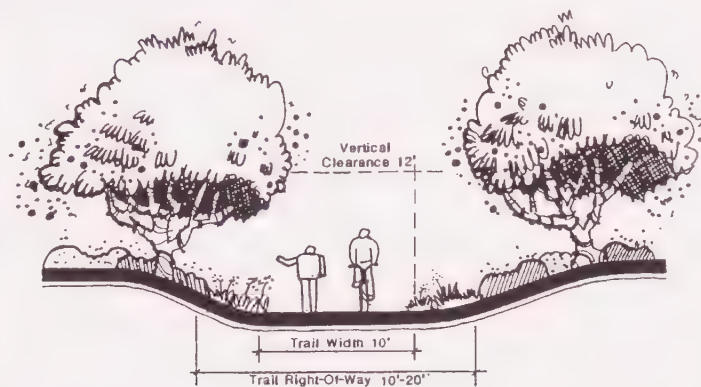


## **Orange Park Acres Trails**

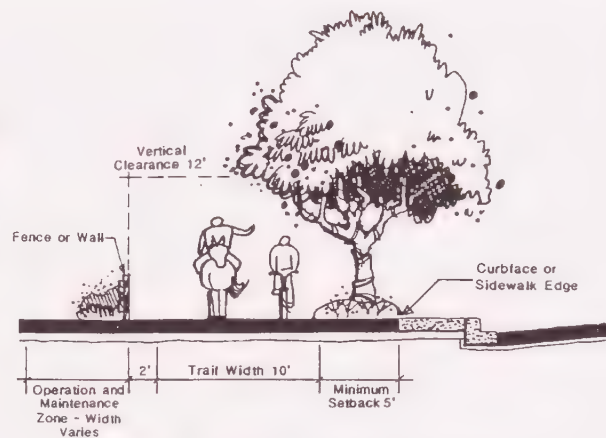
Throughout the Orange Park Acres community exists a trail system designed primarily for equestrian use. The trails master plan calls for continued maintenance of existing trails and establishment of new trails to serve this rural area. The trails should link to the Santiago Creek Trail as well as to existing and planned County trails.

In general, trail standards should conform to the general riding and hiking trail configuration (Figure OSC-6). Adjacent to roadways, the roadway trail standards should apply. In certain areas, trail standards may need to be adjusted in response to topographic, access or right-of-way constraints.

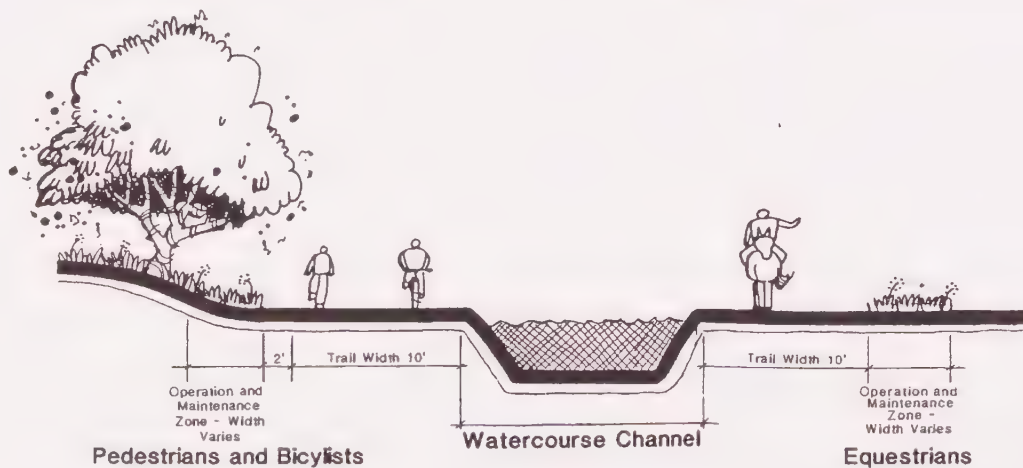
Landscaping along all trails should be limited to those areas where landscaping would otherwise be provided. These landscaped areas include designated park areas, landscaped shoulders along roadways, greenbelts, landscaped open space, golf courses and other easements. In addition, the areas immediately around the Santiago Creek rest stations may be landscaped.



General Riding and Hiking Trail



Riding and Hiking Trail Next to Roadway



Pedestrians and Bicyclists

Watercourse Channel

Equestrians

Trail Adjacent to Watercourse Channel

Note: Reduced trail widths may be necessary in some areas due to topographic constraints, available right-of-way or other limitation.

Figure OSC-6  
Trail Standards



# SAFETY ELEMENT

City of Orange

General Plan

August, 1989

Prepared for the City by:

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Pasadena, California

## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction to the Safety Element	
Safety Issues	S-4
Related Plans and Programs	S-4
Structure and Content of this Element	S-5
Safety Element Goals and Policies	
Minimizing Risk From Environmental Hazards	S-5
Fire Hazards	S-7
Minimizing Risk Associated With Hazardous Materials	S-7
Reducing Crime in the City	S-8
Coordinate Planning for Aircraft Operations	S-9
Emphasize the Need for Emergency Preparedness	S-9
Related Goals and Policies	S-10
Safety Plan	
Hazards in Orange	S-11
Land Use Implications	S-20
Emergency Preparedness	S-21

## LIST OF FIGURES

	<u>Page</u>
Figure S-1: Modified Mercalli Scale	S-13
Figure S-2: Groundshaking Zones – San Andreas Earthquake	S-15
Figure S-3: Groundshaking Zones – Newport-Inglewood Earthquake	S-16
Figure S-4: Composite Map of Environmental Hazards	S-17
Figure S-5: Evacuation Routes	S-24

## LIST OF TABLES

Table S-1: Safety Element Policy Matrix	S-10
Table S-2: Emergency Operations – Responsibilities	S-23
Table S-3: Emergency Shelters/Assembly Points	S-25

## INTRODUCTION TO THE SAFETY ELEMENT

The urban environment contains many hazards which require special consideration and treatment in the land use planning process. The purpose of the Safety Element is to identify these hazards and to establish appropriate policy to minimize the exposure of Orange residents to the hazards. An emphasis is placed on typing land use decisions to public safety concerns. The Safety Element also stresses the importance of emergency preparedness in reducing the risk of community upset in the event of a disaster.

### Safety Issues

Safety hazards may be divided into two general categories – those which are present due to natural environmental conditions and those which result from the actions of man. In Orange, natural environmental hazards of concern include:

- Earthquakes and their related effects (surface rupture, liquefaction, ground shaking);
- Landslides, mudslides, rock falls and soil creep;
- Flooding due to excessive storm runoff or dam failure; and
- Wildland fires.

Man-made hazards affecting land use policy include:

- The production, use and transportation of hazardous materials in urban areas;
- Urban fires;
- High pressure pipelines;
- Hazardous materials in abandoned landfills; and
- Aircraft traffic.

### Related Plans and Programs

In an effort to reduce the potential for disaster and to reduce the level of community upset should a disaster occur, both City and County agencies have prepared hazard management and emergency preparedness plans. These plans identify known hazards, outline emergency response procedures and indicate the responsibilities of public agencies and officials in emergency situations. The City's Emergency Plan and the County of Orange "Hazardous Waste Management Plan" are examples of such plans that apply to the planning area.

**Multi-Hazard Functional Plan:** The City has prepared a Multi-Hazard Functional Plan which details planned responses in the event of emergency situations associated with natural disasters and technological incidents. The plan does not apply to day-to-day emergencies or the routine procedures used to respond to these emergencies. Rather, the plan's focus is directed toward

large scale disasters that will require extraordinary responses. This plan is described in the “Safety Plan” section of this element.

**County of Orange Hazardous Waste Management Plan:** Within the past 10 to 20 years, the increased use of hazardous materials in manufacturing processes, as well as in the home, has created new problems related to hazardous waste disposal. More waste is being generated, and fewer remote sites are available for waste treatment and disposal. In the interest of public safety, treatment and disposal sites should be distanced from urban centers in general and residential development in particular.

In response to these concerns and State Legislation requiring that these issues be addressed by all jurisdictions (State Assembly Bill 2948), the Orange County Fire Services Department has coordinated preparation of the “Orange County Hazardous Waste Management Plan.” The plan identifies future hazardous waste treatment and disposal needs and establishes countywide policy for waste treatment, transportation and disposal. The plan also outlines criteria for choosing appropriate treatment and disposal sites. These criteria are discussed in the “Safety Plan” section of this element.

### **Structure and Content of this Element**

The Safety Element is divided into two subsequent sections. The following section briefly describes public safety concerns relevant to Orange and outlines City goals and policies aimed toward reducing the risks posed by environmental and man-made hazards. The last section of this element contains a “safety plan”. The safety plan describes in greater detail public safety hazards, discusses the land use implications of these hazards, and finally, shows how public emergency preparedness planning can guard against widespread upset in the event of a disaster.

## **SAFETY GOALS AND POLICIES**

The safety hazards identified and mapped in the Safety Element Technical Report indicate which areas of Orange require special consideration in the land use planning process. In an effort to secure public safety and reduce the risk to life and property pose by these hazards, the City hereby establishes the following goals:

### **Minimizing Risk from Environmental Hazards**

The most significant environmental hazard that may affect land use in Orange involves seismic and geologic hazards. Seismic hazards, that is, earthquakes and their related effects, have the greatest potential to impact a large portion of the population. Other geologic hazards such as landslides and ground subsidence have more localized effects.

To minimize the safety hazards related to these hazards, the following goals and policies are established:

**GOAL 1.0: The city will make every effort to identify the hazards associated with seismic and other geologic constraints.**

POLICY 1.1: Continue to identify and evaluate local seismic and geologic hazards.

Implementation 1.1.1: Require geotechnical studies to be prepared for development proposals in areas containing known or suspected geologic hazards, consistent with those guidelines established by the State of California Division of Mines and Geology.

Implementation 1.1.2: Adopt and vigorously enforce a hillside development ordinance as it applies to geologic hazards.

A number of major reservoirs are located within or near the planning area. These reservoirs and their dams prevent periodic flooding that would be expected to occur in a natural setting. In the event of dam or levee failure, large areas of the city would experience flooding. To minimize flood-related risks, the following goals, policies, and implementation measures are included.

**GOAL 2.0: The City will make every effort to minimize flood-related risks and hazards.**

POLICY 2.1: Ensure that flood and flood-related hazards are considered in land use planning and decision-making.

Implementation 2.1.1: Enforce floodplain regulations articulated in the zoning ordinance for the “Flood Plain Combining District” (FP).

Implementation 2.1.2: Ensure that all public improvements in flood hazard areas are constructed in conformance with Orange County Flood Control District standards and master plans.

Implementation 2.1.3: Support Orange County Flood Control District and Army Corps of Engineer efforts to upgrade regional and local flood control facilities.

Implementation 2.1.4: Continue to participate in the National Flood Insurance Program.

Implementation 2.1.5: Require that all new development subject to periodic flooding, as defined by the Federal Emergency Management Agency, Army Corps of Engineers or Orange County Flood Control District, mitigate the effects of flooding. However, also ensure that required mitigation does not adversely impact other properties within or surrounding flood prone areas.

POLICY 2.2: Ensure that new hillside developments do not increase flood potential or siltation of flood control facilities.

Implementation 2.2.1: Coordinate the review of all hillside development proposals with the Orange County Flood Control District and any other appropriate agencies.

POLICY 2.3: Educate the public about flood-related hazards.

Implementation 2.3.1: Prepare and distribute flood hazard and response information to all households.

## **Fire Hazards**

Fire and its destructive potential are safety concerns not only in the urban areas of the City but in the undeveloped hillsides as well. Uncontrolled wildland fires can denude the hills of vegetation which serves vital flood and erosion control functions. Urban fires have the potential to damage homes as well as businesses.

**GOAL 3.0: The City will make every effort to protect the life and property of Orange residents from the hazards of urban and wildland fires.**

POLICY 3.1: Maintain an Insurance Service Organization (ISO) rating of 3 or better.

POLICY 3.2: Continue to identify and evaluate new potential fire hazards and fire hazard areas.

Implementation 3.2.1: Continue to enforce the Uniform Building Code, Uniform Fire Code and Fire Prevention Codes.

Implementation 3.2.2: Continue to incorporate advances in fire prevention, detection and reporting techniques into the operation of the Orange Fire Department.

Implementation 3.2.3: Enforce existing safety requirements and precautions for businesses that manufacture, store and ship dangerous materials.

Implementation 3.2.4: Require residents living in wildland fire hazard areas to keep properties clear of brush and other flammable materials.

POLICY 3.3: Utilize all available media to disseminate fire safety information to the public.

Implementation 3.3.1: Establish community-oriented neighborhood action programs to inform and educate the general public about fire safety and prevention.

POLICY 3.4: Continue to adopt and respect agreements with adjacent communities for mutual automatic aid assistance.

## **Minimizing Risk Associated With Hazardous Materials**

The manufacture, transportation and storage of hazardous materials in the urban environment threatens the safety of not only those persons working with the materials but also of businesses and residences located near the hazards. The City recognizes the importance of identifying users and producers of hazardous materials so that land use decisions can be made to minimize the exposure of persons to the dangers associated with these substances.

**GOAL 4.0: The City will make every effort to minimize the risks to life and property associated with producing, using or transporting hazardous materials in the urban environment.**

POLICY 4.1: Assess any risks involving the disposal, transport, manufacture and storage of hazardous materials in future land use planning and decision making.

Implementation 4.1.1: Support the efforts of the City Fire Department to enforce State “right-to-know” laws.

Implementation 4.1.2: Prohibit the construction of new residential development near businesses producing, using or storing hazardous materials.

Implementation 4.1.3: Identify hazardous materials dumpsites, and ensure that the sites are cleaned in conformance with applicable Federal and State laws prior to the establishment of new uses thereon.

Implementation 4.1.4: Establish designated travel routes through the City for vehicles transporting hazardous materials.

Implementation 4.1.5: Identify all high-pressure pipelines passing through the City.

### **Reducing Crime in the City**

Reducing the level of criminal activity in the City enhances the living and business environment. A low crime rate attracts new businesses and gives residents a greater sense of security and community pride. Although specific crime prevention and police protection programs are beyond the scope of the General Plan, goal statements presented here reinforced the City’s objective to maintain a safe community.

**GOAL 5.0: The City will maintain an adequately manned and equipped police force and relevant crime prevention programs designed to protect residents and property from crime.**

POLICY 5.1: Promote and integrate the concept of “defensible space” into all phases of the planning and development process.

Implementation 5.1.1: Continue to involve the City of Orange Police Department in the development review process.

POLICY 5.2: Support neighborhood meetings and community programs on crime prevention and education.

Implementation 5.2.1: Continue to support existing “Neighborhood Watch” programs, and support the efforts of the City of Orange Police department to expand these programs.

POLICY 5.3: Ensure that the City of Orange Police Department has adequate resources to meet existing and projected demand.

POLICY 5.4: Continue to support programs and studies which update techniques for fighting crime, and train police personnel in their utilization.

## **Coordinate Planning for Aircraft Operations**

The John Wayne Airport in Irvine, the El Toro Marine Corps Air Station in Tustin and U.S. Army operations based in Los Alamitos generate high volumes of commercial and military aircraft traffic over Orange. The hazards related to aircraft traffic include excessive noise and potential inflight aircraft failure.

**GOAL 6.0: The City will recognize and work to mitigate the safety hazards associated with civilian and military air traffic.**

POLICY 6.1: Work with the FAA, Orange County Airport officials and other agencies to establish aircraft corridors which minimize the exposure of Orange residents to air traffic related hazards.

POLICY 6.2: Continue to work with military and other government officials to minimize the impact of military helicopter and airplane traffic on Orange residents.

## **Emphasize the Need for Emergency Preparedness**

The City recognizes that proper emergency preparedness planning can reduce the level of impact resulting from a man-made or natural disaster.

**GOAL 7.0: The importance of emergency preparedness will continue to be emphasized at all levels of City government.**

POLICY 7.1: Sponsor and support public education programs for emergency preparedness and disaster response.

Implementation 7.1.1: Designate emergency evacuation routes and make them known to the public.

Implementation 7.1.2: Distribute emergency preparedness information to all residents and businesses in the City.

POLICY 7.2: Coordinate disaster preparedness with other public and private agencies.

Implementation 7.2.1: Adopt and update as necessary an emergency response plan.

Implementation 7.2.2: Coordinate emergency response and preparedness planning with other cities in the region.

Implementation 7.2.3: Establish a program that will permit and encourage City staff and residents to be trained as emergency response personnel.

Implementation 7.2.4: Ensure that high occupancy facilities, critical structures, and utilities are designed to sustain minimum damage and to continue to function during emergency situations.

## Related Goals and Policies

A number of goals and policies in the remaining elements also address the issues identified in the Safety Element. Table S-1, Safety Element Policy Matrix, identifies those goals contained in the other elements that address the major safety issue areas discussed in this element.

**TABLE S-1**  
**Safety Element Policy Matrix**

Issue Area	Land Use	Housing	Circulation	Open Space & Conservation	Noise
Environmental Hazards	3.0, 9.0 10.0			5.0	1.0
Fire Prevention	3.0, 9.0	1.0			
Hazardous Materials	3.0, 9.0, 12.0		1.0	1.0	
Crime Reduction	9.0, 12.0				
Aircraft Operations	12.0				1.0
Emergency Preparedness	12.0				

This table illustrates the internal consistency of the General Plan. The left-hand column summarizes the goals and objectives for the Safety Element. The five columns to the right indicate which goals presented in the five other elements reinforce public safety policies.

## SAFETY PLAN

This portion of the Safety Element is divided into three sections. The first section describes safety hazards in Orange. The second section discusses the land use policy implications of these hazards and identifies those policies aimed at minimizing the level of risk. The third and final section addresses emergency preparedness and describes how proper emergency planning can further protect residents and businesses from the effects of natural and man-made disasters.

## Hazards in Orange

As indicated in the introduction to this element, safety issues fall into two general categories – natural environmental hazards and man-made hazards.

### Natural Environmental Hazards

**Earthquakes and Related Effects:** An earthquake is a manifestation of the constant movement and shifting of the earth's surface. Movement occurs along fractures or faults, which represent the contact point between two or more geologic formations. Earth movement, known as seismic activity, causes pressure to build up along a fault, and the release of pressure results in the groundshaking effects we call an earthquake.

Earthquake magnitude generally is measured on a logarithmic scale known as the Richter Scale. This scale describes a seismic event in terms of the amount of energy released by fault movement. Because the Richter Scale expresses earthquake magnitude in scientific terms, it is not readily understood by the general public. The Modified Mercalli Scale on the other hand describes the magnitude of an earthquake in terms of actual physical effects. Figure S-1 compares Modified Mercalli Scale intensities to Richter Magnitude intensities.

The hazards associated with seismic activity vary and depend on a number of factors including fault location, the level of fault activity and underlying geologic structures. In Orange, primary seismic concerns include slight to severe groundshaking, potential surface rupture and potential ground displacement along fault features. Related (secondary) effects include such phenomena as landsliding and liquefaction.

Groundshaking may occur as a result of movement along any one of Southern California's large regional faults. Although no major faults traverse the City, Figure S-1 in the Safety Element Technical Report indicates that several major fault systems criss-cross the region. Movement along either the San Andreas or Newport-Inglewood fault zone has the potential to cause widespread upset in Orange.

Scientists believe the San Andreas Fault to be capable of producing an earthquake of 8.3 Richter Magnitude, which is considered a major earthquake. In Orange, groundshaking effects would range from VI to VIII on the Modified Mercalli Scale (Figure S-2). In the worst case (VIII on the Modified Mercalli Sale), some buildings without special earthquake design can be expected to potentially collapse, chimneys throughout the City will fall, and heavy furniture will move around rooms. A maximum credible earthquake of 7.5 Richter Magnitude occurring along the Newport-Inglewood fault system could produce groundshaking within a V to IX range (Figure S-3). Because this fault system lies closer to Orange, a large earthquake on the Newport-Inglewood fault could produce greater damage in Orange than a San Andreas induced episode.

Local faults, the El Modena Fault and Peralta Hills Thrust Fault, are not considered capable of producing major earthquakes. As indicated in the Safety Element Technical Report, geologists debate whether or not the El Modena Fault is even an active fault.

Nonetheless, movement along either of these faults or the numerous fracture planes in the hills of East Orange could result in surface rupture and/or ground displacement. Structures built on or

near the faults could sustain damage as a result of such movement. Figure S-4, which presents a composite picture of environmental hazards, indicates the location of these faults.

## Modified Mercalli Intensity Scale of 1931

The first scale to reflect earthquake intensities was developed by de Rossi of Italy, and Forel of Switzerland, in the 1880s. This scale, with values from I to X, was used for about two decades. A need for a more refined scale increased with the advancement of the science of seismology, and in 1902 the Italian seismologist, Mercalli, devised a new scale on a I to XII range. The Mercalli Scale was modified in 1931 by American seismologists Harry O. Wood and Frank Neumann to take into account modern structural features:

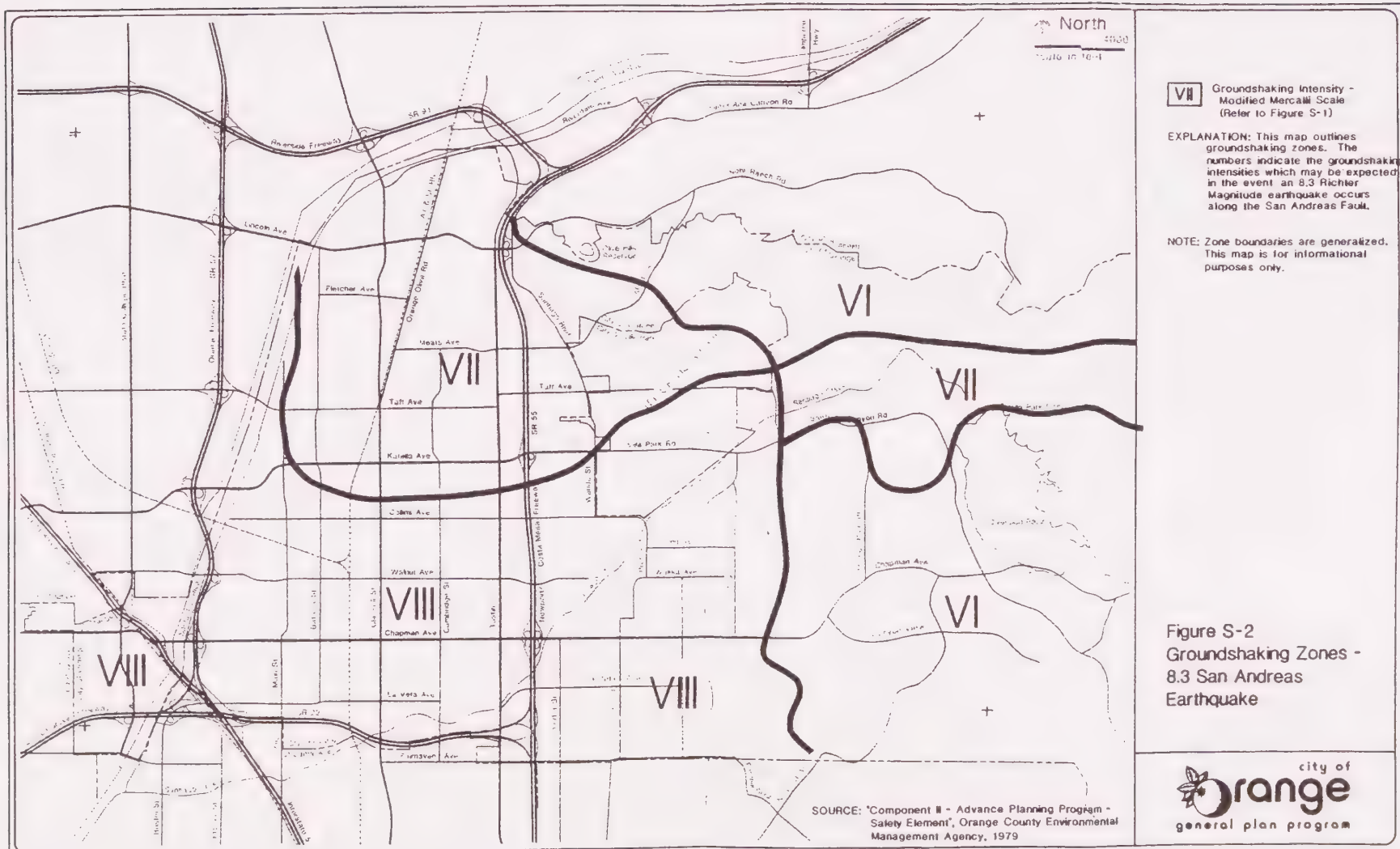
Ground-shaking Intensity	Effects	Richter Scale
I	Not felt except by a very few under especially favorable circumstances.	2
II	Felt only by a few persons at rest, especially on upper floors of buildings. Delicately suspended objects may swing.	2
III	Felt quite noticeably indoors, especially on upper floors of buildings, but many people do not recognize it as an earthquake. Standing motorcars may rock slightly. Vibration like passing of truck. Duration estimated.	3
IV	During the day felt indoors by many, outdoors by few. At night some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.	4
V	Felt by nearly everyone, many awakened. Some dishes, windows, etc., broken; a few instances of cracked plaster; unstable objects overturned. Disturbances of trees, poles, and other tall objects sometimes noticed. Pendulum clocks may stop.	4
VI	Felt by all, many frightened and run outdoors. Some heavy furniture moved; a few instances of fallen plaster or damaged chimneys. Damage slight.	5
VII	Everybody runs outdoors. Damage negligible in building of good design and construction; slight to moderate in well-built ordinary structures; considerable in poorly-built or badly designed structures; some chimneys broken. Noticed by persons driving motor cars.	5.6
VIII	Damage slight in specially designed structures; considerable in ordinary substantial buildings, with partial collapse; great in poorly-built structures. Panel walls thrown out of frame structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Sand and mud ejected in small amounts. Changes in well water. Persons driving motor cars disturbed.	6
IX	Damage considerable in specially designed structures; well designed frame structures thrown out of plumb; great in substantial buildings, with partial collapse. Buildings shifted off foundations. Ground cracked conspicuously. Underground pipes broken.	7
X	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations; ground badly cracked. Rails bent. Landslides considerable from river banks and steep slopes. Shifted sand and mud. Water splashed (slopped) over banks.	7
XI	Few, if any, (masonry) structures remain standing. Bridges destroyed. Broad fissures in ground. Underground pipelines completely out of service. Earth slumps and land slips in soft ground. Rails bent greatly.	8+
XII	Damage total. Practically all works of construction are damaged greatly or destroyed. Waves seen on ground surface. Lines of sight and level are distorted. Objects are thrown upward into the air.	8+

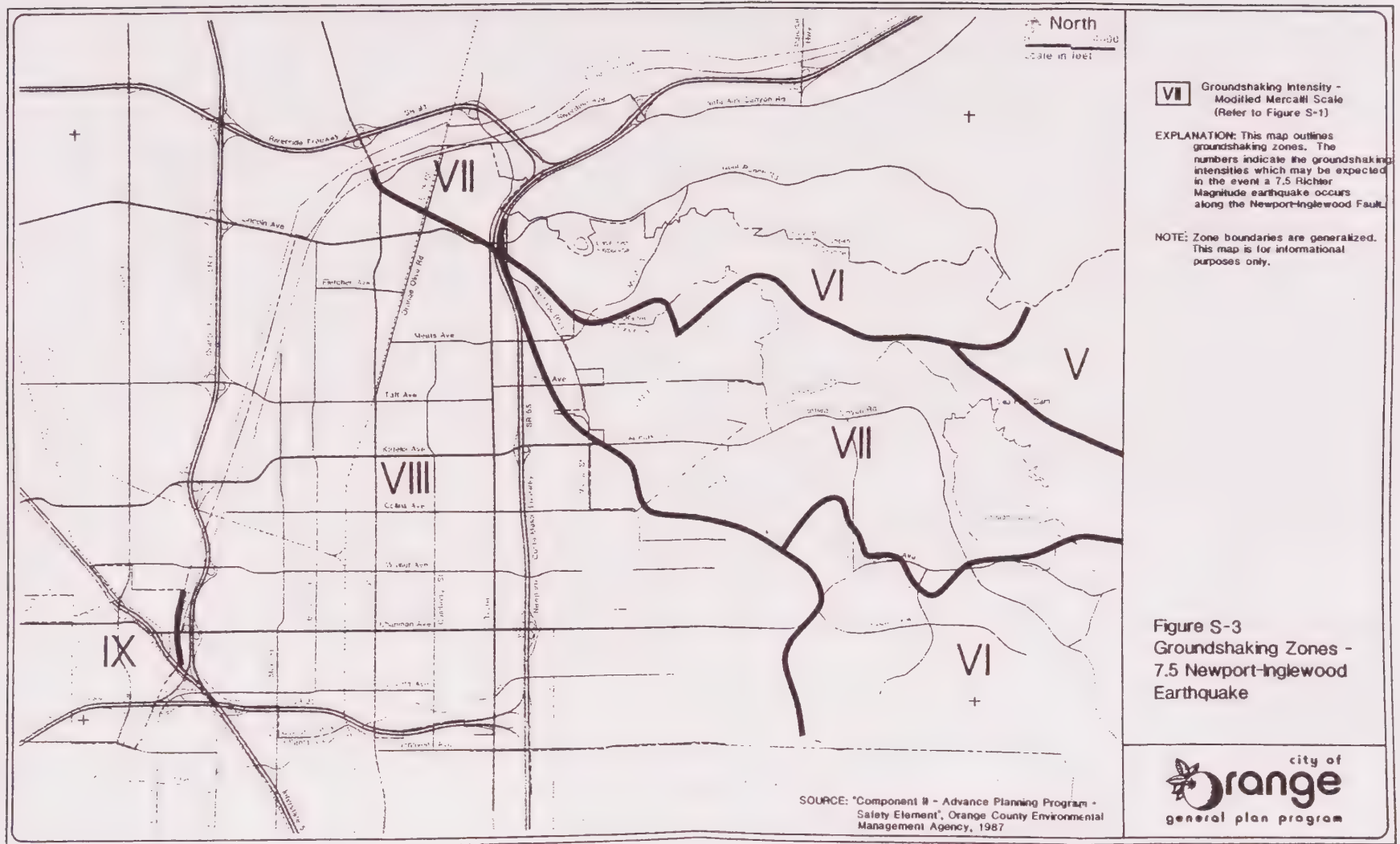
Source: "California Geology," September 1984



Figure S-1  
Modified Mercalli Scale

**Mass Wasting:** Landslides, mudslides, rockfalls and soil creep are phenomena earth scientists refer to as “mass wasting.” These phenomena occur in areas where steep slopes, unstable geologic features, heavy rainfall and/or seismic activity combine to upset the force of gravity and cause earth to move down a hillside. The movement may be rapid (landsliding, rockfall) or gradual (soil creep). Figure S-4 in this element and Figure S-2 in the Safety Element Technical Report delineate areas subject to mass wasting hazards.







**Liquefaction:** Liquefaction hazards exist in two areas of the City – at the Villa Park Reservoir and along the Santa Ana River. Liquefaction occurs when seismic-induced groundshaking causes water-laden, cohesionless soils to form a quicksand-like condition below the ground surface. Buildings in liquefaction prone areas not anchored to bedrock material may suffer damage in the event of an earthquake and related soil failure.

**Flooding:** In Orange, flooding may result from either: 1) the overflow of watercourses due to excessive and unusual storm run-off; or 2) failure of dams and /or water storage reservoirs.

Flood hazards related to storm events generally are described in terms of the “100-year flood.” As its name implies, the 100-year flood is the largest flood event which may be expected to occur within a 100-year period. This flood is considered a severe flood but one which can be reasonably predicted and therefore reasonably mitigated.

The Federal government’s National Flood Insurance Program, in which Orange participates, covers at a minimum all properties affected by the 100-year flood. The Federal Emergency Management Agency (FEMA) prepares and maintains maps which indicate the 100-year flood zones in participating jurisdictions. To receive insurance benefits in the event of flood, participating agencies must recognize these official flood boundaries and establish appropriate land use policy for the flood zones. Figure S-4 reflects FEMA’s flood zones for Orange.

Flooding due to dam or water tank failure is a potential hazard in several areas of Orange. Figure S-4 in the technical report indicates that four facilities have the potential to flood the city. Failure of the Prado Dam in Corona (in Riverside County) could result in extensive flooding along the Santa Ana River. However, ongoing efforts by the Army Corps of Engineers to improve the Prado facility reduce the risk of dam failure to a very low level.

Villa Park Dam and Santiago Dam impound, respectively, Villa Park Reservoir and Irvine Lake. Should either of these facilities fail, properties along Santiago Creek and a large section of Old Town could be flooded (Figure S-4 in the technical report). Flood flows would move at rates which would allow persons to be evacuated, but significant property damage could result. However, like Prado Dam, these facilities are maintained and safety-inspected to ensure that risks are minimized.

Olive Hills Reservoir is a water tank which sits on a hilltop in Anaheim above residential development in Orange. Reservoir failure would result in the flooding of canyons and residential tracts below the reservoir.

**Wildland Fires:** Wildland fires represent safety hazards in the brushy, undeveloped hillsides of east Orange. Dense chaparral vegetation burns quickly and can cause fires to spread to adjacent development. Figure S-4 outlines the wildland fire hazard area.

### **Man-Made Hazards**

**Hazardous Materials:** According to the Orange County “Hazardous Waste Management Plan,” a hazardous material or waste is considered to be “any material that has the potential to damage human health or the environment.” Hazardous materials take many forms, from liquid

chemicals and gases used or produced in manufacturing processes, to waste oil and solvents from commercial businesses, to cleaning solutions and paints used in the home.

The presence of hazardous materials in the urban environment constitutes an identifiable and real threat to public safety. Leaks or explosions have the potential to affect large segments of the population, although generally such accidents have only localized impact due to diligent efforts on the part of City and County agencies to control the use of these materials and to respond quickly to hazardous materials related accidents.

A more pressing concern with regard to hazardous materials is the treatment and disposal of hazardous wastes. As the growing population continues to produce waste material, the demand for appropriate treatment and disposal sites increases. In 1986, Orange County as a whole generated 111,269 tons of hazardous waste, with the City of Orange accounting for 5,700 tons, or 5.1 percent of the total. The County Hazardous Waste Management Plan estimates that by the year 2000, countywide waste generation will approach 111,618 tons per year, and contaminated soils will account for an additional 500,413 tons of waste requiring treatment. Although the City will continue to generate only a small percentage of the countywide total, the continued presence of hazardous materials and wastes in the City is of concern.

**Urban Fires:** Buildings constructed in the latter part of this century have been designed and built in accord with modern fire code requirements. Modern standards recognize the need to incorporate fire resistant materials, fire sprinklers and similar features into construction. However, older buildings may not contain comparable fire prevention features. In the Old Towne district in particular, wooden structures and structures constructed close together represent a greater fire risk than do more modern structures. Urban fire risks are also greater in the industrial district where large quantities of flammable materials may be stored.

**High Pressure Pipelines:** Several high pressure pipelines pass through Orange, delivering natural gas, liquid petroleum and other products to Orange and cities beyond. The City Fire Department maintains maps indicating the location of these facilities. Hazards associated with the pipelines include gas leakage, fire and seepage of materials into the ground.

**Abandoned Landfills and Fill Areas:** Figure S-4 shows that several abandoned landfill sites and former gravel pits lie scattered throughout the City. Urban waste and other fill material may be deposited at these sites. Related public safety issues include settling of the ground surface, methane gas release and leaching of toxins into the groundwater.

**Aircraft Traffic:** Aircraft traffic over Orange generally affects the eastern portion of the City, east of the Costa Mesa Freeway. Landing patterns for John Wayne Airport overfly the City roughly between the Costa Mesa Freeway and Newport Boulevard. Although overflights are relatively frequent, they occur at heights which generally do not create adverse noise conditions. Safety issues related to commercial aircraft traffic instead focus on the potential for inflight aircraft failure over Orange.

According to reports prepared for the John Wayne Airport, Orange does not lie within the “crash zones” of the airport. These areas surround the immediate landing and take-off zones. However, the concentration of small private aircraft in the vicinity increases the risk of mid-air collisions.

Military air traffic, and helicopter traffic in particular, presents safety hazards in terms of both noise and potential aircraft failure. Noise concerns are discussed in the Noise Element.

## **Land Use Implications**

Recognizing public safety hazards is the first step required to reduce the risks to life and property presented by these hazards. The second step involves establishing land use policies and other programs sensitive to these safety issues. The following paragraphs and figures expand on the public safety goals and policies contained in this element and the other five General Plan elements.

## **Natural Environmental Hazards**

Land use policy, as expressed on the Land Use Policy Map, recognizes the constraints seismic, geologic, flooding and fire hazards place on urban development. Areas subject to faulting, mass wasting and wildland fire hazards are designated for either open space or low density residential (Estate Low Density, Low Density) use. Residential development proposed in areas with seismic (faulting) or geologic hazards will be required to prepare geologic studies and incorporate mitigation measures into project design to ensure development is not adversely impacted by these hazards.

Portions of the flood hazard areas contain extensive urban development, especially those areas within dam inundation zones. The City does not consider it practical to designate dam inundation areas for open space or low density uses since the development has existed for some time and the risk of dam or reservoir failure is considered very low.

With regard to the 100-year flood zones, the City must adopt a policy consistent with the National Flood Insurance Program requirements. Most of the 100-year flood areas are contained within either natural waterways (Santa Ana River, Santiago Creek and Handy Creek) or man-made concrete channels. The Land Use Policy Map designates the waterways for open space, which prevents the development of any structure in these areas. Consistent with general plan land use policy, the City's zoning ordinance provides a Flood Plain (FP) district which prohibits construction of permanent structures. The City will continue to use land use policy and zoning regulations to protect residents from 100-year flood hazards.

Urbanized areas within the 100-year flood zone were developed prior to the establishment of the flood zones. The Building Department will develop special standards for building additions and new development in these areas. The standards will conform to Federal regulations.

## **Man-Made Hazards**

**Hazardous Materials:** To reduce the scope of risk related to the transportation of hazardous materials through the City, vehicles carrying such materials shall be restricted to the designated travel routes established by the County Hazardous Waste Management Plan.

Businesses using or producing hazardous materials shall be concentrated in the industrial district, removed from residential development, schools and other sensitive land uses.

The County Hazardous Waste Management Plan establishes siting criteria for hazardous waste treatment and disposal sites. The criteria outlined in the County plan will be used to review all proposals for such treatment and disposal facilities in Orange.

**Urban Fires:** Goal 3.0 in the “Safety Goals and Policies” section of this element clearly states the City’s intent to reduce public safety hazards related to urban fires. Land use policy further strengthens this resolve by separating higher fire risk land uses (industry) from residential development.

To ensure that fire protection concerns are considered in the land use planning process, a representative from the Fire Department will continue to participate in the City’s environmental review procedure (the Environmental Review Board).

**High Pressure Pipelines:** Existing high pressure pipelines do not present any constraints to land use. For the most part, pipelines are contained in streets and other public rights-of-way. By maintaining maps of pipeline locations and information on pipeline contents, the Orange Fire Department ensures quick response to any accidental release of pipeline contents.

**Abandoned Landfills and Fill Areas:** Landfill and other fill sites generally lie along Santiago Creek, although the proposed Cerro Villa Park site sits atop a former County dump in the hills. The City will continue to map any new sites discovered.

The hazards associated with such sites can be mitigated by excavating undesirable fill material and replacing it with clean, stable soils. While this process can be expensive, it does create a site suitable for urban development. The City will require such mitigation as appropriate. On sites which are not corrected, only low intensity, open space uses shall be permitted.

## **Emergency Preparedness**

As indicated in the Introduction to this element, the City has an emergency plan which establishes emergency preparedness and emergency response procedures for both peacetime and wartime disasters. The plan is termed a “Multi-Hazard Functional Plan,” prepared in accordance with the State Office of Emergency Services (OES) guidelines for multi-hazard functional planning.

### **Emergency Plan**

The plan consists of three basic parts: 1) a basic plan; 2) annexes which address specific functions and duties of response agencies; and 3) a directory of emergency response resources. Rather than focusing on specific responses for specific hazards, as contingency plans have done in the past, the multi-hazard plan concentrates on specific agency response for any type of disaster. For example, in the event of an earthquake, flood or industrial accident, the Orange Fire Department is responsible for fire suppression, emergency medical care and rescue operations.

The various annexes in the City’s multi-hazard functional plan, or MHFP, outline emergency responsibilities by type of operation, such as “Fire and Rescue” or “Care and Shelter.” Table S-2 on the following page summarizes emergency operation responsibilities of various City

departments. A “P” means that agency has primary responsibility for a specified operation and an “S” denotes secondary responsibility.

### **Emergency Evacuation**

The City’s MHFP does not indicate evacuation routes for emergency situations. The routes of escape from disaster-stricken areas will depend on the scale and scope of the disaster. For example, a flood occurring along the Santa Ana River would require evacuation of the City’s industrial area east toward the Costa Mesa Freeway. However, if a large fire occurred in the eastern portion of the industrial district, employees would evacuate to the west, toward the Santa Ana River.

Figure S-5 indicates general evacuation routes for flood and earthquake disasters, events which have the potential to affect the largest population.

### **Emergency Shelters**

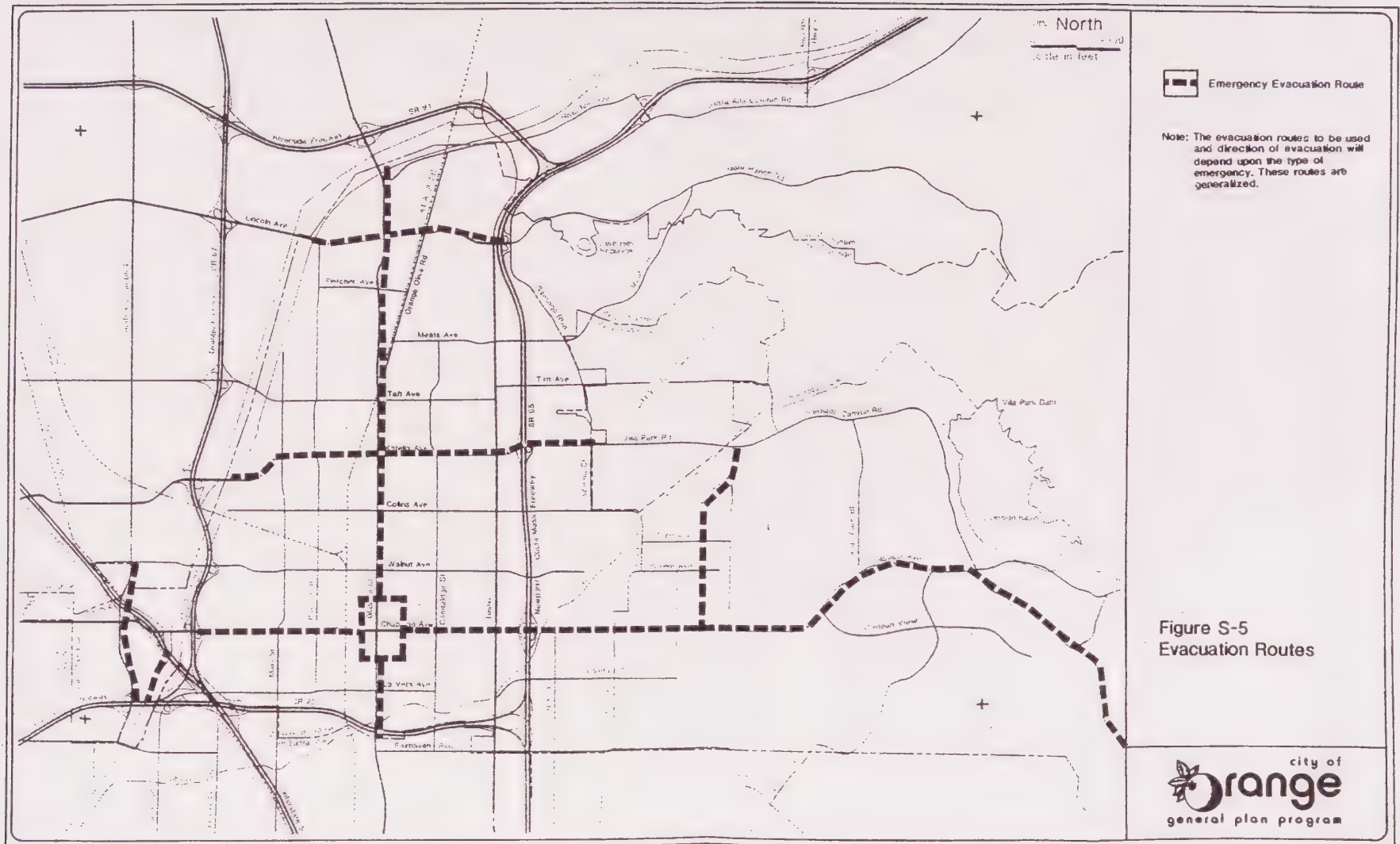
In the event of either a natural or man-made disaster, homes may be destroyed or be inaccessible for extended periods of time. Orange residents will require some form of temporary shelter.

As Table S-2 indicates, the Red Cross bears primary responsibility for providing emergency shelter to displaced residents. The Red Cross maintains an inventory of sites suitable for use as emergency shelter. The site or sites used depend on the scope and scale of a disaster, as well as the length of time required to house residents. Table S-3 lists public and private school sites considered to be primary and secondary shelter sites.

DEPARTMENTS	ALERTING and WARNING	COMMUNICATIONS	SITUATION ANALYSIS	MANAGEMENT	PUBLIC INFORMATION	RADIOLOGICAL PROTECTION	FIRE and RESCUE	ACCESS CONTROL	LAW ENFORCEMENT	MEDICAL	PUBLIC HEALTH	CORONER	CARE and SHELTER	MOVEMENT	RESCUE	CONST. and ENGINEERING	SUPPLY/PROCUREMENT	PERSONNEL	TRANSPORTATION	UTILITIES
Police	■	■	□	□	□	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Fire	□	■	□	□	□	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Public Works	□	□	□	□	□	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
D.P.W./Water																				
Community Services																				
Community Dev.			■		□															
C.D./Building																				
General Services																				
Finance				□																
Personnel					□															
Library					□															
City Attorney			□																	
City Clerk				□																
City Manager			■	■																
County Health										■										
Red Cross											■									

☒ Principal Agency/  
Organization  
☐ Supporting Agency/  
Organization

Table S-2  
Emergency Operations -  
Responsibilities



**TABLE S-3**  
**EMERGENCY SHELTERS/ASSEMBLY POINTS**

<b><u>Primary Sites</u></b>		
1.	El Modena High School	3920 Spring, Orange
2.	Orange High School	525 N. Shaffer, Orange
3.	Villa Park High School	10842 Taft, Villa Park
4.	McPherson Junior High School	333 S. Prospect, Orange
5.	Peralta Junior High School	2190 Canal, Orange
6.	Santiago Junior High School	515 N. Rancho Santiago, Orange
7.	Yorba Junior High School	935 N. Cambridge, Orange
8.	Cervo Villa Junior High School	17852 Serrano, Villa Park
9.	The City Shopping Center	The City Drive
<b><u>Secondary Sites</u></b>		
10.	All Elementary Schools	City-wide



# NOISE ELEMENT

City of Orange

General Plan

August, 1989

Prepared for the City by:

Cotton/Beland/Associates, Inc.  
Pasadena, California

## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction to the Noise Element	
Purpose of this Element	N-4
Identification of Noise Sources	N-4
Related Plans and Programs	N-5
Scope and Format of Element	N-7
Noise Element Goals and Policies	
Protecting Residents from Noise	N-7
Related Goals and Policies	N-8
Noise Exposure Reduction Plan	
Definition of Noise	N-9
Noise Standards	N-9
Future Noise Environment	N-12
Identification of Noise Problem Areas	N-12
Noise Mitigation Programs	N-14

## LIST OF FIGURES

	<u>Page</u>
Figure N-1: 1988 Noise Contours	N-6
Figure N-2: Examples of Noise	N-10
Figure N-3: Noise/Land Use Compatibility Standards	N-11
Figure N-4: Future Noise Contours	N-13
Figure N-5: Noise Problem Areas/Target Reduction Zones	N-16

## LIST OF TABLES

Table N-1: Noise Element Policy Matrix	N-8
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## **INTRODUCTION TO THE NOISE ELEMENT**

The urban environment contains a variety of noise sources which can affect the way people live and work. Some types of noise are only short-term irritants, like the pounding of a jackhammer or the whine of a leaf blower. These noise sources generally can be controlled through City noise regulations, such as a noise ordinance. However, other noises, like freeway noise, may be permanent fixtures in the community, posing long-term health hazards to community residents.

### **Purpose of this Element**

In recognition of the fact that excessive or unusual noise can have significant adverse impacts on human health and welfare, the State has developed definitive guidelines for determining community noise levels and for establishing programs aimed at reducing community exposure to noise levels defined to be adverse. The purpose of the Noise Element is to identify noise sources in the community, to describe anticipated future noise levels, and to put forth policies and programs designed to minimize the effects of noise on people living and working in Orange. This element focuses on:

- Reducing the exposure of existing residences, schools and businesses to freeway noise through the construction of sound walls;
- Using noise information to formulate land use policy in undeveloped areas of the City;
- Minimizing the number of new residences constructed within areas with high noise levels;
- Establishing guidelines for new construction along urban highways, arterials and secondary roadways where noise may be a problem; and
- Identifying and mitigating intermittent or short-term noise annoyances.

### **Identification of Noise Sources**

The primary sources of noise in Orange are the freeways which surround the City and the many arterial roadways which traverse almost all areas of the community. High volumes of traffic on the freeways and arterials such as Tustin Street, Chapman Avenue and Katella Avenue account for ambient noise levels in excess of 65 dBA some distance from these transportation routes. Figure N-1 displays noise levels as of January 1988 in the form of noise contours. The contours, which are similar to elevation contours contained on a topographic map, present noise exposure information for all areas of the City. The Noise Element Technical Report describes how the contour lines are generated.

The freeway and roadway noise represent relatively steady, constant noise sources. Periodic sources of noise include train traffic (both Amtrak and freight trains), aircraft over flights into John Wayne Airport, military aircraft traffic (especially helicopter traffic) along the Katella Avenue corridor and over residential neighborhoods in eastern Orange, and the operation of trucks and machinery in the City's industrial district.

Noise sources which are not accounted for in Figure N-1 but which can be especially bothersome in quiet residential neighborhoods are such short-term irritants as the loud playing of stereos, the operation of motorized garden equipment and even the shrill sounds of a schoolyard full of school children.

### **Related Plans and Programs**

Several local, state and federal laws regulate point source noise and establish standards for protecting community residents from excessive noise.

**City of Orange Noise Ordinance:** The City has adopted a noise ordinance (Ordinance 17-74) which establishes interior and exterior noise standards for all residential neighborhoods, schools, churches and hospitals in the City. These standards are presented in the “Noise Plan” section of this element. Certain temporary activities, such as activities at public parks, construction occurring between the hours of 7:00 a.m. and 9:00 p.m. and school bands are exempt from the noise regulations.

**Caltrans Sound Walls:** The California Department of Transportation (Caltrans), pursuant to Section 215.5 of the State Streets and Highway Code, has established a priority system for erecting noise barriers in the form of sound walls along freeway routes. The program is designed to protect residential uses from excessive freeway noise. In order for a residential neighborhood adjacent to a freeway to qualify for the program, the neighborhood must meet three eligibility criteria as follows:



-  Schools
-  Contours

Figure N-1  
1988 Noise Contours

- The housing units must have been constructed prior to freeway construction or widening of the freeway;
- The housing units must be exposed to noise levels equal to or greater than 67 Leq; and
- Construction of the sound walls must be cost effective. Generally, a cost of \$30,000 per housing unit protected is considered reasonable (in 1988 dollars).

Any units not meeting all three criteria cannot receive funding from Caltrans.

**State Noise Insulation Standards:** Title 25, Section 1092 of the California Administrative Code sets forth requirements for the insulation of multiple family residential dwelling units from excessive and potentially harmful noise. The State indicates that locating units in areas where exterior ambient noise levels exceed 65 dBA is undesirable. Whenever such units are to be located in such areas, the developer must incorporate into building design construction features which reduce interior noise levels to 45 dBA CNEL.

### **Scope and Format of Element**

The Noise Element establishes noise/land use compatibility standards and outlines programs which can be used to achieve these standards. The following section of this element, “Noise Element Goals and Policies,” sets forth the City’s goals for achieving the standards and introduces policies and programs designed to implement the goals. The last section of this element, the “Noise Exposure Reduction Plan,” elaborates on noise standards and noise mitigation programs.

## **NOISE ELEMENT GOALS AND POLICIES**

In this element the City establishes one general goal aimed toward reducing the exposure of noise sensitive land uses to excessive and potentially harmful noise.

### **Protecting Residents from Noise**

**GOAL 1.0: The City will continue to recognize the importance of protecting residents from unnecessary and harmful noise.**

POLICY 1.1: Consider noise impacts in future land use planning and decision making.

Implementation 1.1.1: Enforce the noise/land use compatibility standards identified in the General Plan Noise Element.

Implementation 1.1.2: Continue to enforce the City’s existing noise ordinance to reduce point source noise.

Implementation 1.2.3: Review and revise the City’s noise ordinance as necessary to ensure compatibility with community noise goals and State and Federal noise standards.

POLICY 1.2: Encourage intergovernmental coordination to abate noise emissions.

Implementation 1.2.1: Work with the California Department of Transportation to establish noise attenuation barriers along the freeways where noise/land use conflicts exist.

POLICY 1.3: Protect identified noise sensitive land uses, especially the residential neighborhoods, from significant noise sources.

Implementation 1.3.1: Enforce State noise insulation standards for all residential units through the building permit review process.

Implementation 1.3.2: Adopt a City ordinance which prohibits the use of motorized leaf blowers within the City limits.

POLICY 1.4: Implement programs designed to reduce the noise impacts from motor vehicle traffic.

Implementation 1.4.1: Use Police Department resources to enforce regulations related to motor vehicle noise.

Implementation 1.4.2: Require noise buffer zones to be incorporated into the design of new subdivisions wherever residential uses abut secondary or arterial roadways or highways.

### **Related Goals and Policies**

A number of goals and policies contained in the other five General Plan Elements support the goals and policies presented in the Noise Element. Table N-1, the Noise Element Policy Matrix, identifies those goals and policies directed toward implementing noise reduction goals.

Table N-1  
Noise Element Policy Matrix

Issue Area	Land Use	Housing	Circulation	Safety	Open Space & Conservation
Protect Residents from Harmful and Unnecessary Noise	3.0, 9.0, 12.0	8.0			3.0, 5.0

This matrix illustrates the internal consistency of the General Plan by indicating which goals contained in the other five elements reinforce the Noise Element goal of protecting residents from noise.

## **NOISE EXPOSURE REDUCTION PLAN**

### **Definition of Noise**

What is noise? Noise is generally defined as unwanted or intrusive sound. The characteristics of noise are difficult to describe by a single unit of measurement because noise has many components, such as loudness, pitch and duration. Scientists have developed the A-weighted decibel (dBA) as a common noise descriptor, and this units widely used to indicate the loudness level of a particular sound at a given point in time. Figure N-2 describes and compares the relative loudness of various noise sources.

Other forms of noise measurement include the Community Noise Equivalent Level (CNEL) and the Day-Night Level (Ldn). These latter two measurements describe ambient noise levels over a 24-hour period. The Noise Element Technical Report provides a more comprehensive discussion of these measurements of noise, as well as a description of the A-weighted decibel.

### **Noise Standards**

In order to identify areas where future noise levels may present land use constraints or may threaten public health and welfare, noise standards must first be established. The City hereby adopts two types of noise standards as follows:

- Noise/land use compatibility standards which will be used to mitigate existing noise ambient problems and to guide future land use decisions; and
- Point source noise standards for all areas of the City designed to protect residential properties from excessive noise.

The noise/land use compatibility standards are those recommended by the State Department of Health Services, modified to reflect the City's established standard for residential areas, as indicated in Figure N-3. Noise standards for point source noise in all areas of the City will continue to be those established in the City's noise ordinance. These standards are as follows:

“It shall be unlawful for any person at any location within the City to create any noise, or to allow the creation of any noise on property owned, leased, occupied or otherwise controlled by such person, which causes the noise level, when measured on any other residential property, to exceed:

1. The noise standard for a cumulative period of more than 30 minutes in any hour; or
2. The noise standard plus 5 dBA for a cumulative period of more than 15 minutes in any hour; or
3. The noise standard plus 10 dBA for a cumulative period of more than five minutes in any hour; or

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	<u>Page</u>
Figure N-1: 1988 Noise Contours	N-6
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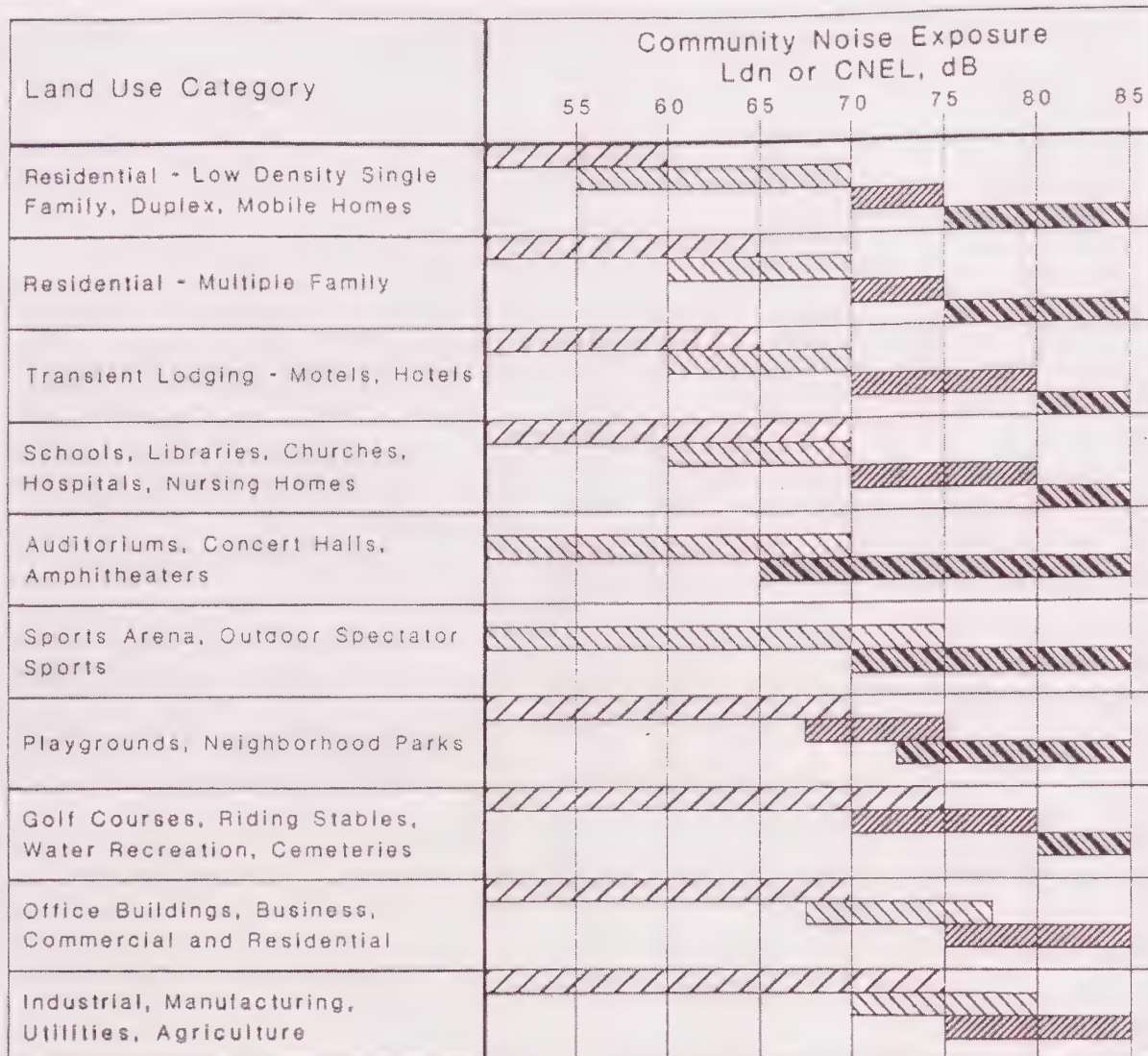
"It shall be unlawful for any person at any location within the City to create any noise, or to allow the creation of any noise on property owned, leased, occupied or otherwise controlled by such person, which causes the noise level, when measured on any other residential property, to exceed:


1. The noise standard for a cumulative period of more than 30 minutes in any hour; or
2. The noise standard plus 5 dBA for a cumulative period of more than 15 minutes in any hour; or
3. The noise standard plus 10 dBA for a cumulative period of more than five minutes in any hour; or

(A-Scale Weighted Sound Levels)

dB(A) <sup>2</sup>	OVER-ALL LEVEL (Sound Pressure Level Approx. 0.0002 Microbar)	COMMUNITY (Outdoor)	HOME OR INDUSTRY (Indoor)	LOUDNESS (Human Judgment of Different Sound Levels)
130		Military Jet Aircraft Take-Off With After-Burner From Aircraft Carrier @ 50 Ft. (130)		
120	UNCOMFORTABLY LOUD	Turbo-Fan Aircraft @ Take-Off Power @ 200 Ft. (118) <sup>2</sup>	Oxygen Torch (121) <sup>2</sup>	120 dB(A) 32 Times As Loud
110		Jet Flyover @ 1000 Ft. (103) Boeing 707, DC-8 @ 6080 Ft. Before Landing (106) <sup>2</sup>	Riveting Machine (110) Rock-N-Roll Band (108-114)	110 dB(A) 16 Times As Loud
100	VERY LOUD	Bell J-2A Helicopter @ 100 Ft. (100) <sup>2</sup> Power Mower (95) Boeing 737, DC-9 @ 6080 Ft. Before Landing (97) <sup>2</sup> Motorcycle @ 25 Ft. (90)	Newspaper Press (97)	100 dB(A) 8 Times As Loud
90		Car Wash @ 20 Ft. (89) <sup>2</sup> Prop. Plane Flyover @ 1000 Ft. (88) Diesel Truck, 40 MPH @ 50 Ft. (84) Diesel Train, 45 MPH @ 100 Ft. (83)	Food Blender (88) Milling Machine (85) Garbage Disposal (80)	90 dB(A) 4 Times As Loud
80	MODERATELY LOUD	High Urban Ambient Sound (80) Passenger Car, 65 MPH @ 25 Ft. (77) Freeway @ 50 Ft. from Pavement Edge, 10 A.M. (76±6) <sup>2</sup>	Living Room Music (76) TV Audio, Vacuum Cleaner (70)	80 dB(A) 2 Times As Loud
70			Cash Register @ 10 Ft. (65-70) <sup>2</sup> Electric Typewriter @ 10 Ft. (64) <sup>2</sup> Dishwasher (Rinse) @ 10 Ft. (60) <sup>2</sup> Conversation (60)	70 dB(A)
60		Air Conditioning Unit @ 100 Ft. (60)		60 dB(A) 1/2 As Loud
50	QUIET	Large Transformers @ 100 Ft. (50)		50 dB(A) 1/4 As Loud
40		Bird Calls (44) <sup>2</sup> Lower Limit, Urban Ambient Sound (40)		40 dB(A) 1/8 As Loud
10	JUST AUDIBLE	[dB(A) Scale Interrupted]		
0	THRESHOLD OF HEARING			

SOURCE: Reproduced from Melville C. Branch and R. Dale Beland, "Outdoor Noise in the Metropolitan Environment", Published by the City of Los Angeles, 1970, p.2.




 Normally Acceptable


Specified Land Use is Satisfactory, Based Upon the Assumption that Any Buildings Involved are of Normal Conventional Construction, Without Any Special Noise Insulation Requirements.

 Conditionally Acceptable

New Construction or Development Should be Undertaken Only After a Detailed Analysis of the Noise Reduction Requirement is Made and Needed Noise Insulation Features Included in the Design. Conventional Construction, but with Closed Windows and Fresh Air Supply Systems or Air Conditioning, Will Normally Suffice.

 Normally Unacceptable

New Construction or Development Should Generally be Discouraged. If New Construction or Development Does Proceed, a Detailed Analysis of the Noise Reduction Requirements Must be Made and Needed Noise Insulation Features Included in the Design.

 Clearly Unacceptable

New Construction or Development Should Generally not be Undertaken.

SOURCE: Guidelines for the Preparation and Content of Noise Elements of the General Plan, California Department of Health, Office of Noise Control, February, 1976.



Figure N-3  
California Noise/Land Use  
Compatibility Guidelines

4. The noise standard plus 15 dBA for a cumulative period of more than one minute in any hour; or
5. The noise standard plus 20 dBA for any period of time.” (City Ordinance No. 17-74, Section 9500.5)

The noise standard applies to all residential properties in the City. The exterior noise standard is 55 dBA between the hours of 7:00 a.m. and 10:00 p.m., and 50 dBA between 10:00 p.m. and 7:00 a.m. For interior noises, the standards are 55 dBA between 7:00 a.m. and 10:00 p.m., and 45 dBA between 10:00 p.m. and 7:00 a.m.

### **Future Noise Environment**

As indicated in the Introduction to this Element, the primary source of noise in Orange include the freeways and arterial roadways. These noise sources impact the land uses located along the transportation routes. Figure N-1 illustrates the community noise environment as of January 1988.

To determine future levels throughout the community, General Plan land use information and anticipated future traffic volumes were entered into a community noise computer model. Figure N-4 displays future noise contours for the City, assuming buildout of the City proceeds in accordance with General Plan land use policy.

Figure N-4 indicates that noise levels may be expected to rise in areas where roadways will experience the greatest increase in traffic volumes over time. Specifically, these areas include The City shopping center area, the industrial/commercial areas along the Santa Ana River at Taft Avenue to Orangewood, and the Tustin Street corridor.

### **Identification of Noise Problem Areas**

Potential noise problem areas are considered to be those areas where ambient noise levels exceed established noise standards and areas where sensitive land uses are exposed to ambient noise levels in excess of 60 dBA. For the most part, the problem areas lie along freeways and arterial and secondary roadways where noise barriers have not been installed.

Although the noise contours on Figure N-4 do not indicated noise levels exceeding 60 dBA in the eastern portion of the City, beneath the landing pattern for aircraft approaching John Wayne Airport in Newport Beach, some residents in the area find the aircraft noise disturbing. The aircraft noise may be considered an intermittent, recurring noise problem. Military aircraft traffic along the Katella Avenue corridor presents similar problems.

An additional noise problem cited by residents Citywide is the noise associated with the operation of hand-held, motorized leaf blowers. Gasoline powered blowers, which are generally used to clear debris from driveways, sidewalks and landscaped areas, generate noise levels in the range of 60 to 85 dBA (measured 50 feet from the source). This noise level exceeds the standard established for residential areas for all hours of the day.



—00— Noise Level CNEL

Figure N-4  
Future Noise Contours

Noise Mitigation Programs

The primary tool used to implement noise policy will be the noise ordinance. The ordinance gives the City authority to regulate noise at its source and thereby protect noise sensitive land uses. Other programs to be used include:

Freeway Sound Walls

Caltrans has developed a priority list for the installation of sound walls along freeways which abut residential land uses. Residential neighborhoods meeting the program eligibility requirements outlined in the introduction to this element (“Related Plans and Programs”) are placed on the Statewide Priority List in descending order of the neighborhood’s priority index. Caltrans uses the following formula to calculate the priority index:

Achievable  
Reduction (in dB)

x

(Average Future Predicted  
( Noise Level )

x

Number of  
Dwelling Units

---

Cost of Wall (in \$1000’s)

Areas in Orange automatically qualifying for the sound wall program are limited to developments along the Costa Mesa Freeway (State Route 55). These areas, indicated on Figure N-5, are:

- The northbound side of SR-55 from Taft Avenue to Meats Avenue; and
- Both the northbound and southbound sides of SR-55 from Collins Avenue to Katella Avenue.

An additional stretch which may be eligible is the northbound side of SR-55 from Walnut Avenue to Oakmont Avenue

Sound wall construction along the Taft to Meats section is scheduled for the 1991 State fiscal year. The remaining sections, however, have priority indices which place them farther down the priority list. The State will not pay for sound wall construction until at least the year 2000.

Consistent with the reimbursement provisions of the State Streets and Highways Code, Orange may choose to erect sound walls before the dates scheduled by Caltrans. The City would finance construction of the walls, and Caltrans would reimburse the City in the year improvements were originally scheduled.

Because no other freeway sections other than those cited above qualify for the noise barrier program, all other sound walls must be erected at City or private expense. New residential units adjacent to or near freeways may be required to provide such walls to meet the noise/land use compatibility standards outlined in Figure N-4.

### **Enforcement of State Standards**

As indicated in the introduction to this element, Title 25 of the California Administrative Code establishes exterior and interior noise standards for multi-family residential development. Units established in areas where ambient noise levels exceed 65 dBA must incorporate noise reduction features into project design and construction. To reduce exterior noise levels, open space and other outdoor, usable private areas should be shielded from the primary noise source (e.g., a freeway or railroad track). Insulation must be provided to reduce interior ambient noise levels to 45 dBA or lower. The Planning and Building divisions of the City will continue to enforce these regulations.

### **Enforcement of Noise Ordinance**

The City will continue to enforce the provisions of the noise ordinance. The ordinance will be amended or a new ordinance passed to ban the use of motorized leaf blowers.

### **Sound Walls Along Arterial and Secondary Roadways**

All new residential development proposed adjacent to arterial and secondary roadways will be required to provide sound walls or combination berms and walls designed to achieve the noise/land use compatibility standards indicated in Figure N-4.

### **Design of Residential Projects**

Design features incorporated into residential projects can be used to shield residents from excessive noise. For example, bedrooms, balconies and open space areas can be located away from streets and focused toward the interior of a project. The City will develop guidelines to assist developers design structures which respond to noise concerns.

### **Truck Routes**

Truck traffic generates noise which can disturb residential and other noise sensitive land uses. Heavy trucks will not be permitted to drive through residential neighborhoods. The City may establish signed truck routes or may erect signs prohibiting heavy trucks from driving on designated streets.

### **Air Traffic Noise**

To lessen the impacts of noise associated with air traffic into John Wayne Airport, the City will participate in regional efforts to require airlines to use quieter aircraft. Also, the City will work with airport officials and surrounding jurisdictions to restore instrument approach patterns (as opposed to visual approach) into the airport. Finally, the City will continue to register noise complaints with the airport's Noise Abatement Office to ensure airport officials are made aware of any noise problems.

Figure N-5  
Noise Problem Areas/  
Target Reduction Zones

Military aircraft operations generally affect the eastern portion of the City. The City will continue to work with military officials at Los Alamitos Naval Air Station and at El Toro to minimize overflights over Orange and to direct any necessary overflights along established transportation or open space corridors.

## GLOSSARY

A-Weighted Decibel (dBA) - A numerical method of rating human judgment of loudness. The sound pressure level in decibels, as measured on a sound meter, uses an A-weighting filter to de-emphasize the very low and very high frequency components of sound in a manner similar to the response of the human ear.

Affordable Housing - Housing is considered affordable to all households if it costs no more than 30 percent of gross monthly income for rents and up to 3.0 times annual income for purchasing a home. These are the standards used by the Federal and State governments and the majority of lending institutions.

Air Basin - One of 14 self-contained regions minimally influenced by air quality in contiguous regions.

Air Pollutant Emissions - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source.

Air Quality Standard - A health-based standard for air pollution established by the Federal government and the State.

Ambient Noise Level - The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

Arterial - A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to nonresidential properties.

CNEL - Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.

Collector - A street for traffic moving between arterial and local streets, generally providing direct access to properties.

Conservation - The management of natural resources to prevent waste, destruction or neglect.

Coverage - The proportion of the area of the footprint of a building to the area of the lot on which it stands.

Day-Night Average Level (Ldn) - The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m.

Decibel, dB - A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Density - The number of families, individuals, dwelling units or housing structures per unit of land.

Dwelling - A structure or portion of a structure used exclusively for human habitation.

Fault - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Active Fault - A fault that has moved recently and which is likely to move again. For planning purposes, "active fault" is usually defined as one that shows movement within the last 11,000 years and can be expected to move within the next 100 years.

Potentially Active Fault - (1) A fault that last moved within the Quarternary Period before the Holocene Epoch (the last 2,000,000 to 11,000 years); (2) A fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

Inactive Fault - A fault which shows no evidence of movement in recent geologic time and no potential for movement in the relatively near future.

Fire Flow - A rate of water flow that should be maintained to halt and reverse the spread of a fire.

Flood Plain - A lowland or relatively flat area adjoining inland or coastal waters that is subject to a one percent or greater chance of flooding in any given year (i.e., 100-year flood).

Floor Area Ratio - The gross floor area of all buildings on a lot divided by the lot area.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. Example: "To enhance the open-space amenities of the community."

Ground Failure - Mudslide, landslide, liquefaction or the compaction of soils due to seismic-induced groundshaking.

Ground Water - The supply of fresh water under the ground surface in an aquifer or soil that forms a natural reservoir for potable water.

Handicapped - The count of persons with disabilities or handicaps in the U.S. Census is based on self-definition with no medical documentation required. As a result, the definition of handicaps may include asthma, arthritis, mental illness, diabetes, etc., as well as musculoskeletal diseases, paralysis, etc., which require modification to housing.

Hazardous Material - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels.

Historic Area - A district or zone designated by local, state or federal authorities within which buildings, structures and places are of basic and vital importance due to their association with history, or their unique architectural style and scale, or their relationship to a square or park, and therefore should be preserved and/or developed in accord with a fixed plan.

Household - The Census considers all persons living in a dwelling unit to be a household whether or not they are related. Both a single person living in an apartment and a family living in a house are considered households.

Household Income - The total of income of all the people living in a household. Households are usually described as very low income, low income, moderate income, middle income, and upper income according to their household size and relation to the regional median income for that household size.

- ° Very Low Income = 0-50% of the regional median income.
- ° Low Income = 51-80% of the regional median income.
- ° Moderate Income = 80-120% of the regional median income.
- ° Upper Income = over 120% of the regional median income.

Implementation Measure - An action, procedure, program or technique that carries out general plan policy. Example: "Develop a geologic hazard overlay zoning classification and apply it to all geologic hazard areas identified in the general plan."

Infrastructure - The physical systems and services which support development and people, such as streets and highways, transit services, airports, water and sewer systems, and the like.

Intensity - The level of land use (low to high) for buildings--lot coverage, floor area ratio, building bulk.

Land Use - A description of how land is occupied or used.

Landslide - A general term for a falling or sliding mass of soil or rocks.

Liquefaction - A process by which water-saturated granular soils transform from a solid to a liquid state due to groundshaking. This phenomenon usually results from shaking from energy waves released in an earthquake.

Local Street - A street providing direct access to properties and designed to discourage through-traffic.

Median Income - The income category for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half below.

Noise - Any unwanted or undesirable sound.

Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized herein to describe community exposure.

Open Space - Any parcel or area of land or water essentially unimproved and set aside, designated, dedicated or reserved for public or private use or enjoyment.

Policy - A collective term describing those parts of a general plan that guide action, including goals, objectives, policies, principles, plan proposals, and standards in both the text and diagrams.

Special Housing Needs - Those characteristics of the population (other than income) which cause households to have difficulty obtaining housing. The elderly, the handicapped, large families, the homeless, migrant farmworkers, and female-headed households are all considered to have special housing needs under state law.



# ORANGE HISTORIC PRESERVATION

## PREFACE

This Historic Preservation Element is an outgrowth of previous actions taken by the Orange City Council to recognize the historic resources within the City and of the recently conducted Historic Survey.

In the late 1979, demonstrated citizen interest and support resulted in Council action to establish the Old Towne Steering Committee. This committee has been in existence since that time to assess and direct the special planning needs for the square mile of old Orange which contains the primary concentration of historic homes and buildings within the City. Soon after the establishment of the Old Towne Committee, they took action to recognize the unique characteristics of the downtown commercial core, in particular, and joined with the Orange Community Historical Society and City officials to nominate the four-block commercial area to the National Register of Historic Buildings. This area, now known as the Plaza Historic District, is officially listed on the National Register and is the subject of special detailed planning by the Old Towne Steering Committee.

In 1981, the Old Towne Steering Committee acted upon the interest of local citizens and property owners to recommend to Council that specific boundaries be established for the primary square mile portion of old Orange. That same year, Council adopted what is now referred to as the Old Towne boundaries which include the streets of Cambridge, La Veta, Batavia and Walnut. These boundaries, which encompass both sides of each of the boundary streets, are shown on the following map, Figure HP-1.

Recognizing that a complete assessment was necessary before further planning action could be taken for the square mile Old Towne area outside the Plaza Historic District, Council acted upon a request by the Old Towne Steering Committee to have a complete Historic Survey conducted. This survey was conducted from September, 1981 to June, 1982 and included evaluation of all pre-1940 homes and buildings throughout the City of Orange with a primary emphasis of study on Old Towne. The purpose of this Historic Survey was to inventory and document the buildings and homes in Orange associated with the City's history prior to W.W.II and to use the data gathered to formulate an Historic Preservation Element.





Subsequent to selecting Heritage Orange County, Inc. to perform the Historic Survey, Council appointed a 13-member Historic Survey Advisory Board to oversee and monitor the effort. This Advisory Board is made up of a cross-section of citizens representing the Old Towne Steering Committee, the Orange Antique Dealers Association, the Downtown Orange Merchants Association, the Orange Community Historical Society and property owners within Old Towne. The volunteer work of the Historic Survey Advisory Board has resulted in the recommendations presented in this Historic Preservation Element.

## INTRODUCTION

The City of Orange has embarked upon an important program which seeks to recognize, enhance and protect the historic, architectural and design features of the City. This has been done in the belief that this will add to the cultural richness and diversity offered to residents of Orange and will increase the economic vitality of the City.

Orange is unique among Orange County cities in that more than 1,300 homes and buildings remain intact in the original square mile of the City. Unlike other towns that have witnessed the insensitive redevelopment or decay of their older neighborhoods, the older portions of Orange have continued to evolve as physically intact and economically stable neighborhoods. These neighborhoods enjoy a relatively strong economic base while, at the same time, their presence represents the living architectural history of Orange.

Within and near the present Old Towne boundaries (Walnut, Cambridge, La Veta, Batavia) a diversity of architectural styles, building types and neighborhood characteristics is present. A strong commercial core, now known as the Plaza Historic District, is complemented by the surrounding residential neighborhoods. Commercial buildings dated from the 1880's through the 1920's are present and exhibit an array of styles and architectural details unmatched in our modern times. Similarly, homes from the 1880 Victorian through post-World War I Period Revival styles are present in nearly the same concentrations as they existed in the 1920's. While this would be enough to distinguish old Orange, Old Towne is made all the more exciting by the fact that a complete array of building types remain to make this area almost as well-rounded and self-sufficient as it was originally. The complete stock of commercial buildings and residential homes which are a part of the Old Towne community is made all the more interesting by the churches, schools, depot, post office, parking houses, industrial buildings, clubhouses and parks which still remain in active use since their establishment in the early part of the century.

The heart of Orange is more than just a few randomly located landmark buildings. It is a complete district of historically interdependent buildings which still exhibit the special ambiance associated with their time and place in history.

On the whole, the homes and buildings are in a well-maintained condition and retain their original architectural integrity. Old Towne and its environs is a living historic community.



Based on the results of the Orange Historic Survey and the findings of the Advisory Board, it was determined that there are special areas of historic importance in Orange that warrant preservation and conservation. It is the belief that these areas may be threatened if mechanisms which insure their protection are not implemented. The protection of the historic neighborhoods of Orange will insure that their special characteristics will continue to exist for the benefit, pleasure and pride of the property owners, residents and general citizenry of Orange.

A logical and sensible preservation program will enhance the historic neighborhoods and the quality of life in Orange in four primary ways:

- ✦ Protection of the desirable and unique features of the historic neighborhoods.
- ✦ Protection and stabilization of property values.
- ✦ Protection that compatible rehabilitation will occur and that deterioration will be minimized.
- ✦ Protection that insures new construction in historic neighborhoods will be structurally and architecturally compatible.

As these objectives are achieved, several benefits will occur automatically. The protection of important neighborhood qualities in combination with protection against deterioration, will result in economic revitalization and continued economic vitality. At the same time, recognition of these historic neighborhoods will add to the diversity of lifestyles offered in Orange as well as provided for a common identity and increased community pride of residents in the historic neighborhoods.

The City of Orange recognizes the importance of its historic neighborhoods and seeks the proper balance between preservation of its historic resources and redevelopment of substandard housing. An appropriate preservation program will add distinction to the Old Towne environs, will enhance opportunities for a diversity of housing opportunities and lifestyles in Orange and will bring economic benefits to property owners.

## HISTORIC AND ARCHITECTURAL BACKGROUND

The history of the City of Orange is amply represented in the homes and buildings that remain today. From the original Plaza fountain to the 1880's pioneer homes, the turn-of-the-century store buildings and the multitude of bungalows, the evidence and story of the evolving history of Orange exists. The buildings built by the real estate entrepreneurs and the homes of the families of Orange still remain today largely in the Old Towne environs.

Like other cities in Orange County, Orange was founded as a real estate venture. Two men, Andrew Glassell and A.B. Chapman acquired the land for the founding of Orange in trade for legal services they had rendered. In 1871 they subdivided the land into saleable town lots reserving eight lots in the center for a public Plaza. Orange has the distinction of being the only American town in the region which was laid out around a Plaza in the manner pioneered by William Penn in the design of Philadelphia and other east coast cities.



Messers, Chapman and Glassell originally named their new town Richland but in 1873 it was changed to Orange because another town of Richland already existed in California. Glassell's brother, Capt. Wm. T. Glassell, laid out the town on a north-south axis with two major spoke streets intersecting the Plaza. These two streets were "humbly" named Chapman and Glassell. It was envisioned from the beginning that the core area near the Plaza would form the commercial heart of town and the outlying and adjacent streets would form the residential districts. This same pattern of development still remains today in Old Towne.

The first decade and a half in Orange was rather quiet. A few pioneers trickled in, but it was not until the real estate "boom" of the late 1880's that considerably more people arrived. The railroad rate war of 1887 that caused a new flow of immigrants to California resulted in a boom for Orange as well. Much happened in Orange in the four quick boom years. In 1885 the first newspaper was founded, in 1887 the railroad arrived and the first bank was opened, in 1888 the City was incorporated and by 1890 the population reached 866.

During this time the downtown buildings began to expand in size and were constructed in the then popular Italianate commercial style. The residences that were built ran the gamut from hand built homestead houses to the elaborate Victorian styles like those springing up all around the west coast. Most of the early pioneers were of Scandinavian or German heritage and were largely men who came to Orange to take up gentleman farming. First grapes and nuts, then later citrus, occupied the 10-20 acre farm lots. Each of these lots were usually distinguished by a large two-story Victorian home of the owner. Many of these remain today and are usually located on corner lots in Old Towne and scattered around other parts of the City.

The more elaborate Victorian era homes were characterized by a vertical emphasis with much jigsawn ornamentation particularly around the porch, windows and entry. Many of the Victorian period houses in Orange, even the larger ones, simplified the ornamentation due mostly to the fact that the building resources and materials were not as readily available in Orange.

The boom years saw the creation of other new towns nearby. McPherson and El Modena, both in what is now East Orange, were two of the most prolific. While most traces of McPherson have since vanished, El Modena continues today as a vibrant community with a considerable concentration of homes that were constructed after the boom and following the turn of the century.



Victorian Style House  
Popular 1880-1900



In 1889, Orange vied to become the County seat. When not selected, she settled back down to operating as a quiet, small town and began to emerge as a self-sufficient and friendly community setting the trend for a way of life that still continues today.

During this time, some businesses which still exist today and some businesses that were forefathers of those which exist today came into being. Prime among them are Watson's Drug Store (founded 1899), The Orange County Fruit Exchange (now a part of Sunkist), which incorporated in 1893 and the Wells Fargo Bank Branch – a successor to the 1886 Bank of Orange.

Names which now grace the streets of old Orange represent the most industrious of the pioneers which helped build Orange during these early days. Among them are pioneers of the 1870's like the Parkers, Albert Clark (first President of the S.A.V.I.) and Nathan Harwood; or businessmen and boosters from the 1880's like D.C. Pixley and Charles Culver. Other streets bear the names of hometowns pioneers left behind, like Batavia and Palmyra. Many of the descendents of these families still live in Orange today.

With the turn of the century, Orange entered another growth period. As is usually the way, this coincided with a new architectural movement. As the new century brought an increase in the citrus industry it also brought with it an increase in economic prosperity to Orange. Those persons building homes for themselves preferred the new Classical Revival style which offered greater simplicity and affordability than the previously popular Victorian homes.



Whereas the Victorians were upright and vertical, ornate and busy, the Classical Revival homes were boxy, sleek and simple. Ornamentation was kept to a minimum with the emphasis being on the classically styled columns. During this period, there was a notable rise in contractor built homes. It was during this time that the real estate and housing industry began to develop a firm footing.

With the growth of the citrus industry, there was a demand for more workers in the area. In addition to the farm managers, there was a need for field workers, irrigators, packing house workers and truckers. In turn, increased workers in the area, brought a need for more stores, shops and goods. That, of course, brought about a rise in the merchant class which further increased the demand for housing.

### Classical Revival Style House Popular 1900-1910



A surprisingly large number of Classical Revival style homes from the 1900-10 still remain. While these are predominantly located near to the downtown core, there are ample numbers scattered throughout Old Towne. When compared with other cities in Orange County, Orange has a particularly high concentration of homes from this period.

The citrus industry which formed the mainstay of the city's economy continued to grow during the first quarter of the century. Beginning about 1912, another economic surge began which produced nearly two decades of prosperity. During this time, the commercial core grew rapidly with handsome two story buildings being constructed to form what now comprises the Plaza Historic District. These buildings were generally constructed of brick and featured ornamental cornices with special architectural emphasis also given to the fenestration. That these buildings



were built in a solid manner with an architectural appeal is backed up by the fact that they still remain in popular use today.

At the same time that the downtown was growing, so were the residential areas. While the more well-to-do were still constructing large stately homes for themselves along Chapman and Glassell, the proliferating middle class was residing in increasing numbers on the interior streets.

Beginning in 1912, the residential architectural styles again began to change. There was again a reaction to previous styles. Instead of the simplicity and classical emphasis of the Classical Revival homes, Californians began to favor a more indigenous style which was an outgrowth of the work of two Pasadena architects, Charles and Henry Greene. The Craftsman style homes as they began to be called emphasized a horizontal quality coupled with ornamentation which was functional, not just decorative. Furthermore, these houses were meant to harmonize with the terrain on which they were located and, therefore, featured broad open porches and large picture windows to emphasize the relationship between the interior and exterior spaces.

The first of these houses to be located in Orange, and there were many, were generally one and a half stories in height and featured a full width front porch supported by wide tapered piers. Typically the leading merchants in town and ranchers (those who lived in town, but had land on the outskirts which was farmed) owned these houses. There is a great similarity amongst these early Craftsman houses though each usually has its own unique mark of distinction.

The demand for housing in Orange became great, but not everyone could afford the larger Craftsman type home. An affordable off shoot was created - the bungalow. Imitating the Craftsman homes in styling and character these homes were decidedly smaller, usually one story and could be constructed for a lesser price. At a time when lots were running about \$500 apiece, the price of constructing a bungalow was about \$1,000.

The bungalows did, and still do, dominate the streets of old Orange. The persons that lived in these bungalows were the people it took to keep a self-sufficient town operating - storekeepers, bakers, contractors, packing house operators, teachers and carpenters. Many of these homes were built for speculation as part of the flourishing real estate industry. With the rapidly growing economy of Orange however, the houses usually sold as quickly as they were built.



Craftsman Style House  
Popular 1910-25



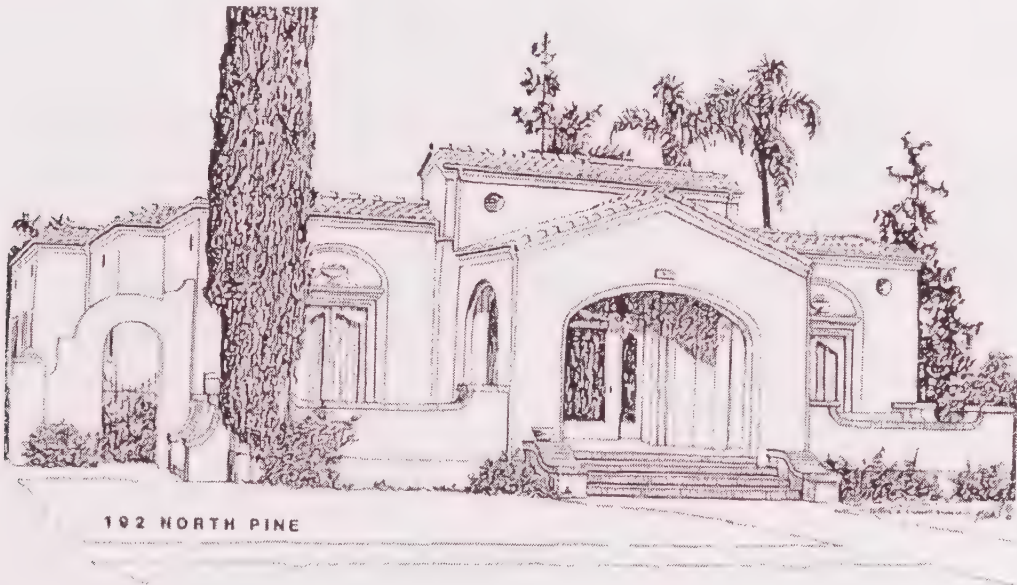
153 NORTH CENTER

As the citrus economy continued to flourish on into the Twenties, the demand for housing grew and the residential styles once again changed. In place of the California oriented Craftsman houses came European influenced Tudor, Provincial, Mediterranean and Norman Revival styles. These were the style preferences that the World War I soldiers brought home with them. Having seen the country houses while doing battle in Europe they instructed the local contractors here to build in the European manner. The Mediterranean Revival style was by far the most popular in Orange and those that remain exist primarily on the outskirts of the Old Towne boundaries.

With the Thirties came the Depression and a collapse of the housing industry. Building virtually came to a standstill until after the war years when once again the housing business boomed. But instead of the individualized custom construction that characterized the houses before World War II, after the war, houses were built in singular styles in large tracts. The houses that remain in the Old Towne environs and throughout Orange from the period before 1940 are an important part of the legacy of Orange and remain today as significant features of the urban environment of the City.



Mediterranean Revival Style House  
Popular 1922-30



ORANGE GENERAL PLAN  
HP-10



## HISTORIC SURVEY METHODOLOGY AND RESULTS

The primary purpose of the Historic Survey and the resulting inventory was to provide documented information which could be used to develop this Historic Preservation Element. Information gathered during the survey process was used to determine which properties and neighborhoods in Orange have historical and architectural significance.

The Orange Historic Survey was conducted by Heritage Orange County, Inc., a local historic preservation consulting firm with staff professionals in the areas of architectural history and historic preservation planning. The Historic Survey project was funded using matching monies from the City of Orange and the California State Office of Historic Preservation. In addition, more than 1,700 hours of volunteer time was contributed by Orange residents toward research, photography, administrative and advisory assistance on the Historic Survey.

The Historic Survey also provides essential information for the completion of State Historic Resources Inventory forms. These forms provide informational data to both the City of Orange and the State of California. Listing on these forms does not constitute historic designation of any type, but merely serves to provide a data base for future land use planning decisions.

The Historic Survey also provides a reliable source of information for city staff to consult when public or private projects are proposed within the Historic Survey area. The availability of this information assures that the impact of a project upon historic homes and buildings will not be overlooked. The survey results are also available to the public and represent a valuable tool for community education and information.

### How the Survey Was Conducted

The Historic Survey was launched in September of 1981 and continued for a period of one year. The survey was conducted in three phases under the principal direction of a survey coordinator acting as a consultant to the City of Orange. All work and data associated with the Historic Survey was monitored at monthly meetings attended by a 13-member Historic Survey Advisory Board made up of a cross-section of Orange citizens. The three phase process used to conduct the Historic Survey was as follows:

- Phase I – Resource Identification and Community Outreach (3 months)
- Phase II – Field Survey and Research (6 months)
- Phase III – Development of Final Work Products (3 months)

A thorough windshield survey was initiated to determine the primary survey area. It was found that the greatest concentration of pre-1940 structures was located within and near the established Old Towne boundaries which represent the original portions of the town of Orange. In addition, a considerable concentration still exists in the portion of El Modena located within the incorporated city boundaries. (The remaining half which is within the County unincorporated area also has a considerable concentration, but could not be included as part of the Historic Survey



because it was not within the jurisdiction of Orange.) Lastly, several remaining farm houses from prior to 1925 are still located in scattered portions of the City. It was determined that the Historic Survey would focus on the above named geographic areas.

All the data gathered during the survey was reviewed by the Historic Survey Advisory Board. It was their responsibility to decide in conjunction with the consultant which buildings are placed on the Historic Resources Inventory and which buildings are eligible for the National Register. In addition, it was their decision as to which neighborhoods would be recommended for a preservation program and what the parameters of such a preservation program would be.

Homes and buildings included on the survey inventory are those which still retain their original architectural integrity or have undergone only minor alteration. It should be understood that no building is static and almost every building has been adapted somewhere along the way. On the whole, the homes included have undergone virtually no visible alteration and still retain their original architectural features.

### Historic Survey Results

The Historic Survey produced a total of 1,377 homes and buildings which are included on the final State Resources Inventory forms. These forms include photographic, architectural and historical documentation. (The Plaza Historic District was not part of the Historic Survey since action associated with placing it on the National Register already provided for its documentation and preservation.) The Final Resources Inventory is available for viewing at the City Hall Planning and Development Services Department, the Main City Library or by contacting the Orange Community Historical Society.

#### Historic Survey Residential

The Historic Survey results are presented on the Inventory forms under four entries:

- Old Towne and its environs (1,248 homes and buildings included)
- Nutwood Place (34 homes included)
- El Modena (70 homes and buildings included)
- Outlying farm houses (25 homes and buildings included)

The relative geographic location of these group listings are shown on the map in Figure HP-2.

The single greatest concentration of homes is within and near Old Towne as shown on the map in Figure HP-3. The survey was not just confined to the area within Old Towne in order that the appropriateness of those boundaries could be fully evaluated. It was determined that the boundaries should be extended on the south to include the Nutwood Tract and W.O. Hart Park. The Nutwood Tract was subdivided in 1906 as the first neighborhood community within Orange. It was the first residential neighborhood to receive paved streets and was meant to be the elite



neighborhood in Orange. Its orientation toward the park and the park itself along with the preponderance of pre-1940 homes and period landscaping make this neighborhood commensurate with the areas within the Old Towne boundaries. In addition, those areas which contain new sub-divisions or concentrations of newer units are recommended for exclusion from the Old Towne planning boundaries (these areas would not be included as part of any future historic preservation programs). The recommended revisions to the Old Towne boundaries are shown on the map in Figure HP-4.

A total of 70 homes are listed in the El Modena portion of the Historic Inventory. These consist primarily of smaller bungalow homes which, for the most part, originally served as farmworker related housing. The homes in this nucleus are an important part of the citrus history in Orange. It is a possibility that El Modena could become part of a preservation program in Orange. Preservation of the homes there would need to focus on the existing architectural character as part of the bungalow tradition. Every effort should be made to recognize the historic importance of El Modena both as an architectural entity and as a part of the local Mexican-American heritage.

A total of 25 homes are listed in the section of the Historic Inventory dealing with the outlying remaining farmhouses. These are in scattered locations and are generally homes which were originally surrounded by orchards. Because the agricultural land which once surrounded these homes has since been developed, these houses typically are estranged from their original environment and are often on main thoroughfares. Despite the fact that preservation of most of these homes is unlikely, they also form an important part of the agricultural and architectural history of Orange. Whenever possible, the historic importance of these homes should be recognized.

### Historic Survey Commercial

As mentioned earlier, the Plaza Historic District, which forms the core, and basically the essence, of pre-1940 commercial structures in Orange, was not included as part of the Historic Survey per se, but is recognized as a component of this Historic Element. Special detailed planning programs are already underway to recognize and protect the historic importance of this area.

In addition to the buildings in the Plaza Historic District, a few other commercial buildings are located in Old Towne, particularly along W. Chapman. These were included in the Historic Inventory as part of the Old Towne entry. Recommendations for their preservation are included as part of the recommendations for Old Towne.

The spoke streets beyond the Plaza Historic District play a quasi-commercial role though that is primarily the result of older houses being used for office-professional and some retail purposes. Again these are listed in the Historic Inventory as part of the Old Towne entry because they were historically, and still are, integral to the rest of Old Towne.



Figure HP-2  
History Survey Inventory Group Listings

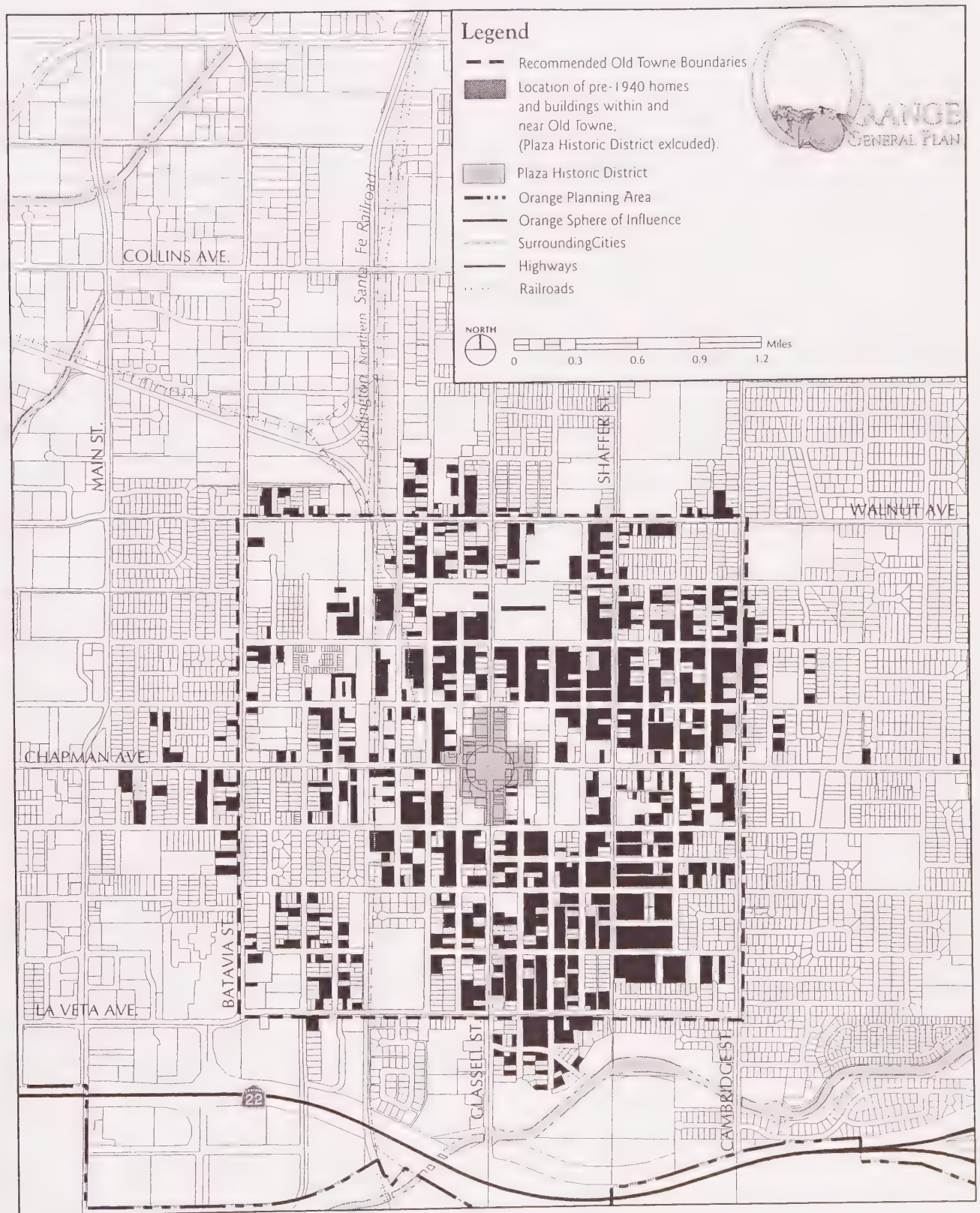


Figure HP-3  
Pre-1940 Homes

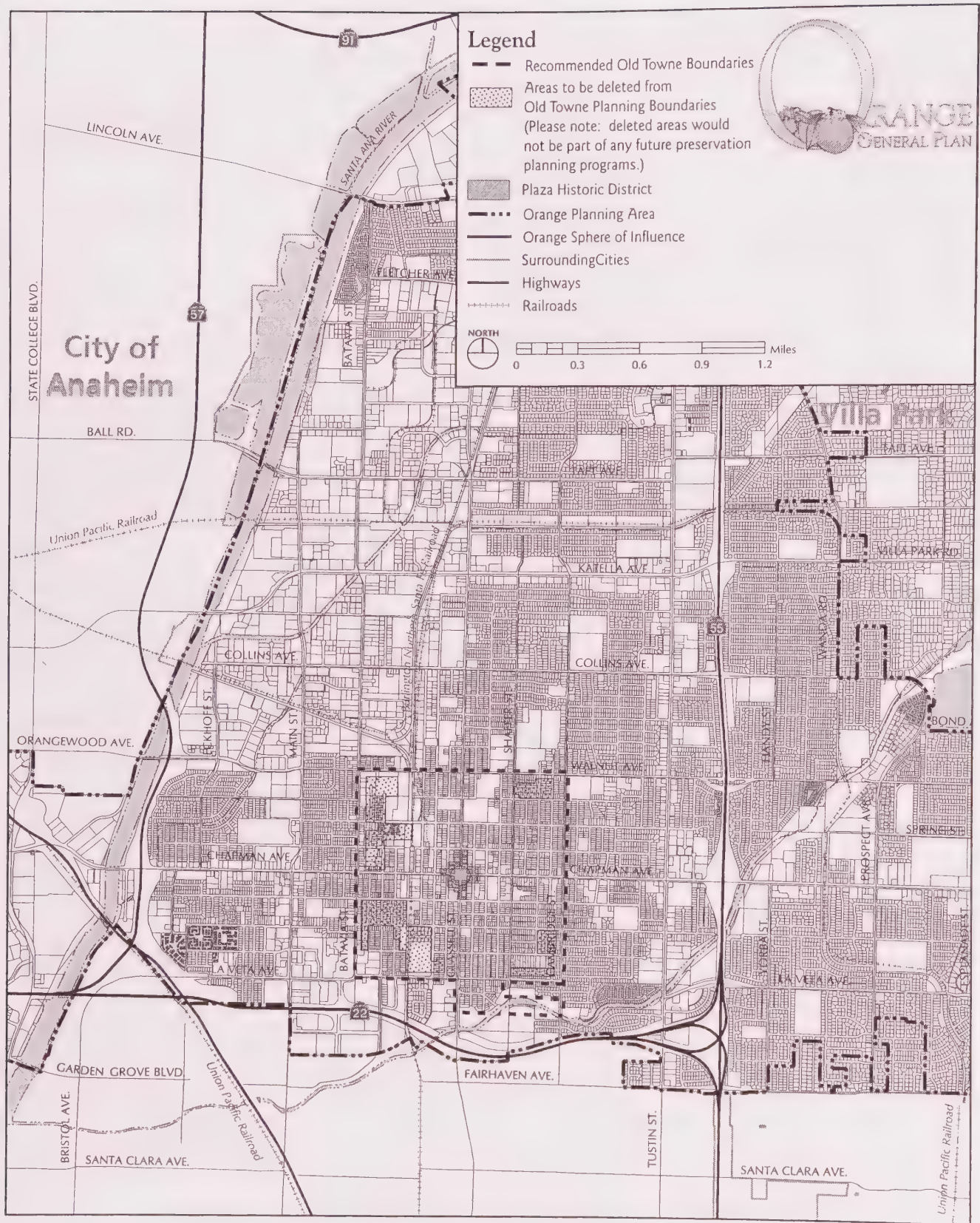


Figure HP-4  
Recommended Old Towne Boundaries



### National Register Eligible Buildings

It was the role of the Historic Survey Consultant and Advisory Board to use the best possible professional judgment in determining which homes and buildings in Orange might be eligible for the National Register. National Register homes and buildings are the most historically and architecturally significant of the City's older buildings. In addition to being of outstanding importance in and of themselves, they play an important image making role for the Old Towne character as a whole. These homes and buildings are greatly complemented by the many other pre-1940 buildings in Orange.

The Historic Survey uncovered 31 homes and buildings that appear to qualify for listing on the National Register. (That is in addition to those already listed on the National Register including the Plaza Historic District, the Ainsworth House and Chapman College.) Special recognition and protection should be extended to these homes and buildings both as part of an on-going community awareness program and as part of the daily land use planning process.

In addition to the buildings listed as eligible for the National Register, another 22 were indicated as being potentially eligible. This recognition was given to homes and buildings which clearly possessed outstanding features, but had been architecturally modified and/or were lacking sufficient historic information to fully enlist them as eligible.

No buildings in either category have been nominated to the National Register. This task is up to the property owner. It is recommended, however, that the City inform these property owners that their buildings are eligible for the National Register and assist them in anyway possible with the processing.

### Summary

Based on the results of the Historic Survey, the Advisory Board made the following recommendations:

1. Given the significant concentration of pre-1940 homes and buildings in Old Towne, a Historic Preservation Element should be adopted and a complete preservation program enacted to insure the longevity of Old Towne as an economically viable historic community.
2. Amend the Old Towne boundaries to include Nutwood Place and W.O. Hart Park.
3. Make Old Towne the targeted preservation planning area and utilize a three-tiered planning approach to developing the appropriate preservation planning programs.
4. Reserve the option of including El Modena as part of the preservation planning program.

The goals and implementation program embodied in this Historic Preservation Element are an outgrowth of these above recommendations.



## ISSUES AND CONCERNS

During the course of conducting the Historic Survey, the Advisory Board evaluated not only the historical and historic architectural significance of neighborhoods, but also considered the impact of the existing land use and zoning patterns. Based on the current trends, a number of issues and concerns were raised with regard to the impact of these patterns on the desired revitalization effort.

The following stated issues and concerns form the foundation for the goals and implementation actions of this Historic Preservation Element. Given the high quality historic architectural community of Old Towne Orange and the need to insure a firm economic base for this area, these are a need to achieve the following:

- ✦ Protection of the desirable and unique features of the historic neighborhoods.
- ✦ Protection and stabilization of property values.
- ✦ Protection that compatible rehabilitation will occur and that deterioration will be minimized.
- ✦ Protection that insures new construction in historic neighborhoods will be structurally and architecturally compatible.

The following issues and concerns dictate the need for a logical and sensible preservation program:

\*THERE IS A DISPARITY BETWEEN THE BASE ZONING AND THE EXISTING USE IN MOST OF THE OLD TOWNE ENVIRONS.

The majority of Old Towne is zoned is for medium density residential usage or higher. This is in contrast to the preponderance of older historic single family homes which are concentrated throughout Old Towne particularly in the eastern quads. This situation produces an incentive to increase the land use densities. In order to preserve the Old Towne community, its character, density and lifestyle, an overlay to the present zoning must be added to encourage alternative to demolition and to channel rehabilitation and new construction in architecturally compatible directions.

\* NO FINANCIAL INCENTIVES EXIST FOR REHABILITATION

To achieve full preservation and economic revitalization of any older neighborhood, it is necessary for the public sector to lead the way by forming a partnership with private property owners which is based on incentives extended by the city in return for attaining desired urban development goals. Currently the City of Orange offers no such incentives to owners of historic structures. The presence of such incentives as the Historic Building Code and low-interest rehab loans would provide financial incentives to encourage rehabilitation and preservation.

\* NO CONTROL EXISTS ON THE DEMOLITION OF HISTORIC HOMES AND BUILDINGS.

For preservation of the many homes and buildings which contribute to the significant Old Towne community to occur, then mechanisms must be in place to safeguard the long-term character and



quality of the area. Currently any property owner may obtain a demolition permit as a simple over the counter transaction. Because a demolition permit can be obtained on the spot, no provision is available to seek alternatives to the demolition request. If a period of time were instated for an applicant to wait before which a demolition permit was granted, then alternatives, including finding a lot on which to relocate a house, might be found.

\* NO REHABILITATION GUIDELINES EXIST FOR PROPERTY OWNERS WHO WISH TO REHABILITATE AND/OR REMODEL THEIR PROPERTY.

Currently the City of Orange offers no rehab guidelines for older properties to insure that they are rehabilitated in an architecturally compatible manner. As a general rule, the lay public is uneducated as to the appropriateness of architectural rehab of historic buildings and homes. Guidelines which channel proper rehab in the areas of density, bulk, site coverage, set backs, open space, parking and architectural features will provide a valuable mechanism for insuring that the Old Towne streetscape and neighborhood quality be retained.

(It should be noted that this situation has been partially remedied in those areas where the RCD (Residential Combining District) overlay zone is in place.) The location of the RCD zone is shown in the map in Appendix A. Properties with this designation must obtain a Conditional Use Permit when a second story or new unit is being added. These plans must be brought before the Design Review Board to check for architectural compatibility, though to date, the DRB has no formal guidelines with which to measure the compatibility.

\* NO GUIDELINES EXIST FOR NEW CONSTRUCTION IN HISTORIC NEIGHBORHOODS

Because the zoning in much of the Old Towne environs permits uses at a higher density than presently exist, some property owners have exercised the option to redevelop their property. In both this situation and in the situation where new construction is occurring on vacant lots, the new use is not subject to any special design guidelines which keep the new project compatible with the adjacent homes and buildings in the neighborhoods. Appropriate guidelines are necessary for new construction in older neighborhoods to assure that all new construction will be of a high architectural quality so as to complement the remaining portion of the neighborhoods. The RCD zoning overlay mentioned above only partially provides this assurance.

\* THERE IS A NEED TO RECOGNIZE OLD TOWNE AS A DISTRICT OF HISTORICALLY INTERDEPENDENT HOMES AND BUILDINGS AND NOT TO MERELY ISOLATE A FEW KEY STRUCTURES.

The historic character of an area is best experienced when a total environment or neighborhood of historic structures is present. While many homes and buildings in Orange are single-handedly important for their architectural and historical significance, most of Old Towne is comprised of groups of houses which together represent the shaping of history. The older homes of Orange should not be judged individually, but should be appreciated and recognized in relation to their surrounding neighborhood environment. The strength of most older homes is in their common community spirit and not just their individual blessing.



\* THE DIVERSITY OF BUILDING TYPES AND HOUSING STYLES IN OLD TOWNE NEEDS TO BE RETAINED OVER THE LONG-TERM.

Just as the collective contribution of numbers of houses in Old Towne is important, so too is the array of buildings representing different uses. Old Towne is not just houses, but also includes industrial buildings, schools, community buildings, commercial buildings and parks. These all combine to make a complete community of integral elements. At the same time a range of architectural styles is present which also adds to the depth and richness of Old Towne. A strong preservation program should account for the interdependent historic elements which comprise an outstanding historic district.

(Please note: Other issues commonly included within the sphere of a Historic Preservation Element are those related to the preservation and protection of natural historic landmarks and archeological sites. These have not been included as a part of this element at this time. Their omission here should not be construed as lack of concern about these subjects, and it is recommended that consideration of these preservation-related matters be given attention in the near future).

## GOALS

Given the need for a sound revitalization program for Old Towne, the following goals and implementation actions are fundamental to the long-term protection and enhancement of this significant resource in the City of Orange.

### Goal #1

While there are many homes and buildings of individual distinction, the greater importance of old Orange lies in the collective contribution and presence of the diverse styles and types of buildings which make up the historic neighborhoods of the City. Special efforts shall be made to benefit and enhance the commercial and residential sectors of these neighborhoods.

### Interpretation

To merely preserve a few key buildings would not achieve the community purposes of preservation. The beauty and marketability of the Old Towne environs lies in the neighborhood characteristics. This encompasses the quality derived from the streets of similar architecture, density and landscaping. Whereas no one house or building may assume importance on its own, the collective concentration provides an important historic panorama, creates a sense of time and place and adds to the economic and social desirability of living in an old house.

Generally property owners will only engage in rehabilitating their house or building when they have some assurances that protective mechanisms are in place to enhance the quality of life and that others, too, will invest in improvements on their homes. When a positive partnership exists between property owners and the City, then owners are more likely to make the necessary investment and improvements in their residence.



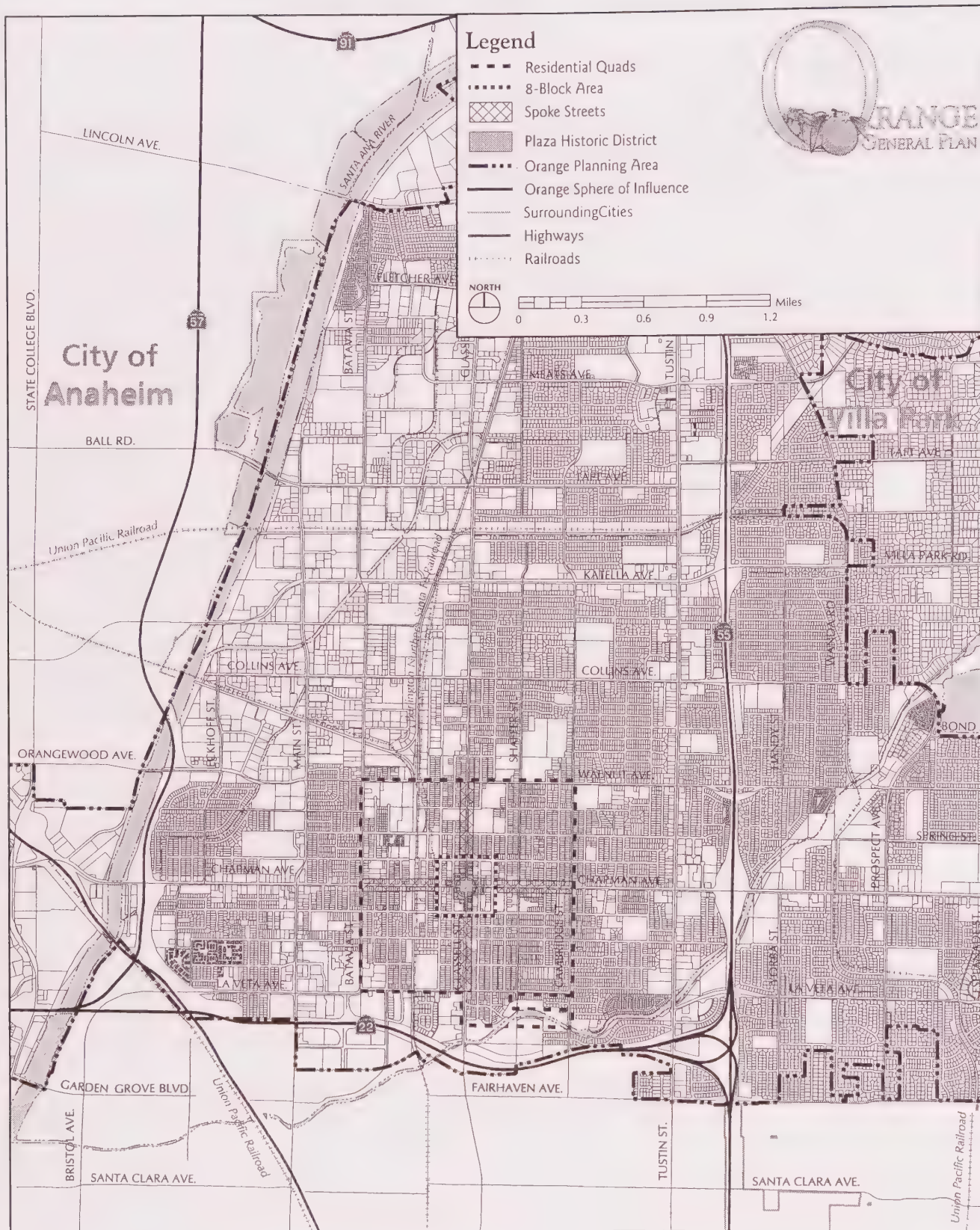
### Implementation Actions

1. Give recognition to the Old Towne planning boundaries with the additions and deletions shown on the map in Figure HP-4. In addition to the present boundaries, the Nutwood Tract and W.O. Hart Park south of La Veta should be included. Deletion of newer neighborhoods within the boundaries should be omitted from any preservation planning programs. Official Council action should be taken to amend the present Old Towne boundaries.
2. A three-tiered planning approach should be used in developing the appropriate preservation planning programs and historic overlay zones. The following map in Figure HP-5 shows the recommended planning areas which include the eight-block Plaza Historic District area, the Spoke Streets, and the four residential quadrants. This approach will take into account both the commercial and residential portions of Old Towne and will provide for appropriate planning tailored to the needs of each area.
3. A special historic overlay zone should be established for each of the three Old Towne planning areas. This overlay zone would be tailored to the needs of each area and would be in addition to the existing base zone. The primary components of the overlay zone are to be 1) guidelines for rehabilitation and new construction in Old Towne, 2) demolition control, and 3) use regulation.

An historic overlay zone for the Plaza Historic District will be essential for the protection and guarantee to property owners that district wide maintenance of the momentum for the preservation of this area of concentrated commercial buildings will occur. Property owners are not likely to invest in their own buildings unless their neighbors are doing the same. Provisions for controls on demolition, guidelines for new and rehabilitation construction, and use regulations must be developed to protect the architectural character and economic vitality of the District.

The Spoke Streets are the gateways to Old Towne and, as such, have a special role in defining the image of the historic community. Adaptive reuse of the many large homes should be encouraged in order that economically viable use can be made of these estate quality homes along the two premier streets of Old Towne.

With regard to the four residential quads in Old Towne, an historic overlay zone should be developed which expands upon the existing RCD zone. The historic overlay zone should assure proper monitoring of rehabilitation and new construction in order that it be compatible with the existing design features of the historic neighborhoods. In addition, such a program should provide a mechanism so that time can be allotted to seek alternatives to demolition when such an action is proposed.



## HP-5 Three-Tiered Planning Approach



4. In order that rehabilitation and new construction performed as part of compliance with the historic overlay zone be given the most professional possible review, a special board known as the Old Towne Advisory Board should be established. This board would be comprised of persons with special expertise and knowledge of historic preservation planning.
5. Design guidelines for rehab of older homes and commercial buildings should be a part of an adopted historic overlay zone program. These guidelines should include, but not be limited to the following:
  - Every reasonable effort should be made to provide a compatible use for the building/house which will require the minimum alteration to the historical character of the structure and its environment.
  - Rehab work should not destroy the distinguishing features or character of the property and its environment. Removal or alteration of historical architectural features should be kept to a minimum.
  - All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.
  - Every effort should be made to maintain the existing character of building/house spaces and setbacks.
  - Every effort should be made to retain the existing height, bulk and massing which serves as an important characteristics of the historic neighborhoods. By doing so, the pedestrian scale will be preserved and the streetscape will retain its all important sense of harmony and rhythm.

For an example of sample guidelines see Appendix "B".

6. Design guidelines for construction of new buildings in older neighborhoods and in the commercial core should be part of an adopted historic overlay zone program. These guidelines should include, but not be limited to the following:
  - New buildings should not only be visually compatible with the adjacent buildings, but they should work to enhance and encourage the pedestrian vitality of the streetscape.
  - Every effort should be made to create new buildings that emulate the existing character of spaces and setbacks so as to retain the natural harmony of the streetscape.

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- ✚ The design of new buildings should be done in such a way as to reflect the architectural components and the spirit of detailing on existing buildings in the historic neighborhoods.

For an example of sample guidelines see Appendix "C".

### GOAL #2

The encouragement and incentives to achieve long-term preservation of the historic neighborhoods in Orange will be provided through financial, planning and zoning incentives which assist property owners in rehabilitating and preserving their homes and buildings.

#### Interpretation

Historically there has been a bias on the part of planning, lending and taxing institutions toward new construction and against rehabilitation. This situation is changing gradually as witnessed by the rehab tax incentives in place for National Register buildings under the Economic Recovery Act of 1981. In order for rehabilitation to be competitive with new construction, financial advantages must be created which will willingly channel investment into the older areas of Orange.

At the same time, most of Old Towne is faced with a disparity between the base zoning and the existing use. The majority of the Old Towne environs (excluding the Plaza Historic District) are characterized by single family homes. For the most part, these homes are located on land zoned to accommodate dual or multi-family usage. Incentives which encourage rehabilitation and preservation will help protect the existing character of the neighborhoods. A program which offers flexibility on the construction of second units, particularly on the many lots zoned for dual unit usage, will assist with the retainment of the existing streetscape.

#### Implementation Actions

1. A program of low-interest rehab loans should be re-established by the City. Using HCD Block Grant funds in combination with the cooperation of private lending institutions, low-interest loans should be issued both on the basis of income needs and the need for historic preservation.
2. The Historic Building Code should be adopted by Council in order to assist both the City Building Division and property owners with a more lenient approach to rehab of older structures while still insuring that health and safety goals are met. For information on the Historic Building Code see Appendix "D".
3. The Planning Department should study the feasibility of relaxing some development standards for second and third units on properties where a trade-off can be made with preservation of an historic unit. This will also provide a financial incentive to the property owners while at the same time assuring that the streetscape features are retained.
4. The City should work with local lending institutions in establishing a joint committee of bankers, businessmen and city officials to discuss financing of rehabilitation in Orange. This



committee should have in mind at all times the obligation of private banks under the Community Reinvestment Act to assist their local cities in upgrading the community.

5. Notification and assistance should be given to property owners whose buildings appear to be eligible for the National Register based on the findings of the Historic Survey. If listed on the National Register, these property owners are eligible for special income tax benefits relative to the cost of rehabilitation. For information on the National Register program see Appendix "E".
6. The City should adopt a certified local ordinance for the establishment of Registered Historic Districts. The findings of the Historic Survey indicate that two possible Registered Historic Districts exist in the two eastern quads. Additional benefits would be accrued to property owners in such a district by virtue of the fact that they would be allowed to take facade easements on their property which would translate into a significant one-time income tax savings. For information on Registered Historic Districts, see Appendix "F" and on facade easements, see Appendix "G".
7. Special staff from both the Building and Planning Divisions should be assigned to the creation and implementation of the above named programs. Both representatives of each department should have special expertise and interest in the historic architecture and preservation opportunities.

### Goal #3

Community awareness and education concerning the unique and special history and architectural history of the built environment in the older neighborhoods of Orange shall be promoted through the assistance of the City.

#### Interpretation

It seems to be a characteristic of man that he has a natural interest in his own local history and roots. When such appreciation is satisfied, the benefit to the community is greater recognition and preservation of the historic resources which exist there.

In order to satisfy the need for information on local history, residents in a community must have sources for obtaining this information. Such knowledge will result in an increase in community pride.

#### Implementation Actions

1. As a logical extension of the Historic Survey and the Poster and Walking Tour produced by the survey, the City should develop a booklet geared toward homeowners who want more information on how to rehab, research and appreciate their historic property. This booklet would be geared entirely toward the specific styles, building parameters and local resources available to the property owner in Orange.



2. Utilize to the greatest extent possible the local cable T.V. channel to produce programming which educates the community on the history and architectural history of Orange.
3. Continue funding reprints of the Historic Walking Tour Brochure produced by the Historic Survey so that information on the history of many of the downtown buildings and homes can be appreciated by ever growing numbers of residents and visitors alike.
4. Work with and through the Orange Community Historical Society to promote the importance of history and the preservation of old Orange.
5. Coordinate with the local library to establish a technical preservation resources library on restoration and preservation techniques and on the local history of Orange. In particular, this should include resources remaining from the Historic Survey which will help residents research the history of their own home. This special component of the library should also include an expanding group of specially acquired publications geared toward home restoration.
6. The City should develop a local historic register program which recognizes landmark homes and buildings in Orange. This program would be monitored by an Old Towne Advisory Board (the same board which would also review rehabilitation plans mentioned previously) to approve listing of buildings with suitable historic merit. A sample ordinance for a local historic register designation program is presented in Appendix "H".
7. Continue the cooperative work of the City Council, the Old Towne Steering Committee, the Historic Survey Advisory Board, the Downtown Merchants Association and the Orange Antique Dealers Association in creating and implementing special events and programs which recognize and protect Old Towne.

## CONCLUSION:

A sound and workable preservation program in Old Towne will act as a community insurance policy. The protection of the historic neighborhoods of Orange will insure that their special characteristics will continue to exist for the benefit, pleasure and pride of the property owners, residents and general citizenry of Orange.

Old Towne is comprised of a strong commercial component and a strong residential component. The two interact today to complement each other just as they have done historically. Both of these components provide an opportunity to capitalize upon the historic integrity of Old Towne to achieve a unique and economically vital community within Orange. Protection of these historic resources will revitalize the commercial downtown and will make Orange a leader in housing opportunities and diversity of lifestyles offered among Orange County cities.

In order for the revitalization to occur, the integrity of the neighborhoods, including their pedestrian scale and historic image, must be protected. Property owners within Old Towne need incentives and they need guarantees. Financial incentives spur property owners to improve their



property while land use planning guarantees assure them that their improvement effort will be followed by their neighbors.

These goals which protect the neighborhood integrity of Old Towne, provide incentives to property owners, and promote community awareness of historic resources provide insurance to both the community of Old Towne and the City of Orange that there will be long-term protection mechanisms to make Old Towne a focal point of the City. The implementation actions required to achieve each of the goals are all necessary to achieve the greatest level of protection. Each of the goals and auxiliary implementation actions are interdependent and combine to form an important community insurance policy for the long-term preservation of Orange's greatest historic asset. The following graphic example in Figure HP-6 illustrates the hierarchy of levels of protection that comes with adoption and implementation of a historic preservation planning program.

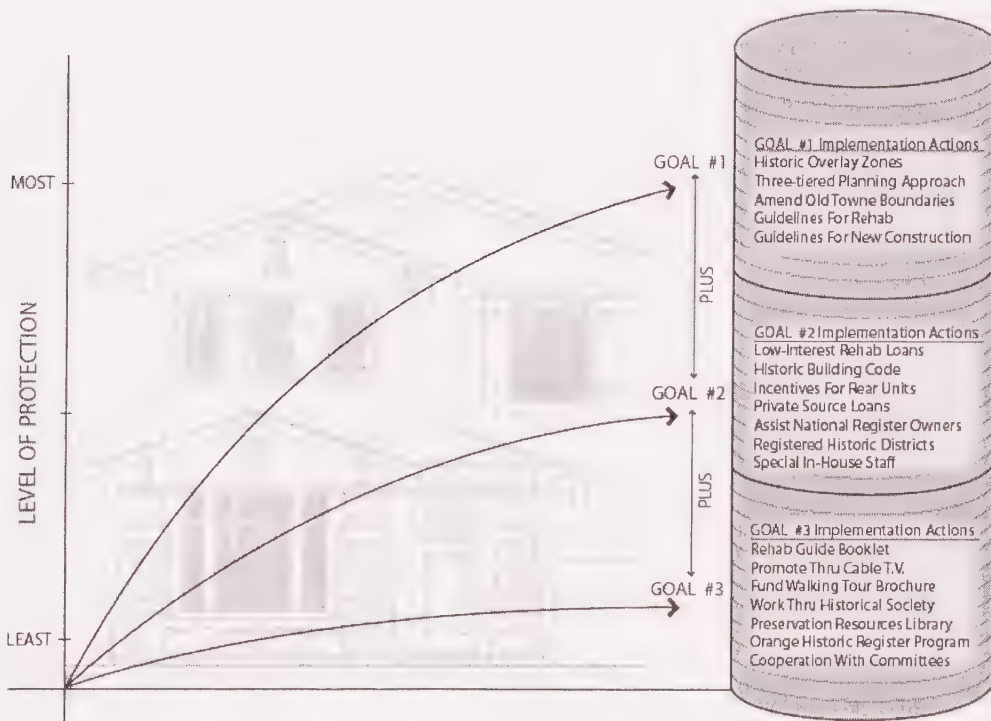


Figure HP-6  
Historic Preservation





ORANGE  
GENERAL PLAN

GROWTH

MANAGEMENT

## GROWTH MANAGEMENT ELEMENT

### I. STATEMENT OF PURPOSE AND INTENT

The purpose of this Element is to mandate that growth and development be based upon the City of Orange's ability to provide an adequate circulation system and pursuant to the requirements of the Revised Traffic Improvement and Growth Management Ordinance also known as Measure M.

#### A. Historical Context

On November 6, 1990, Orange County voters approved Measure M which provides funding for needed County-wide transportation improvements. Measure M authorized the imposition of a half cent retail sales tax for a period of twenty (2) years effective April 1, 1991. The tax is estimated to raise \$3.1 billion Countywide over this 20 year period. The monies received from Measure M will be returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. In order to qualify for these revenues, however, Measure M requires each City to comply with the Orange County Division, League of California Cities Countywide Traffic Improvement and growth Management Program which was included by reference in the Measure M ordinance. The Countywide Growth Management Program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a Countywide basis, while maintaining local authority over land use decisions. It is also designed to maintain local authority in establishing performance standards, such as traffic level of service, while considering regional impacts.

In order to receive Measure M funds, the City must submit to the Orange County Transit Authority a statement of compliance with the Countywide Growth Management components which are summarized below.

- I. Adoption of a Growth Management Element that includes:
  - a. Traffic level of service standards;
  - b. A development mitigation program; and



- c. A development phasing and annual monitoring program.
2. Participation in interjurisdictional planning forums;
3. Development of a seven year Capital Improvement Program;
4. Address housing options and job opportunities; and
5. Adoption of a Transportation Demand Management Ordinance.

The City's compliance with these components has been addressed in this Element or are referenced where adopted by a separate action in a separate document.

The components of the Growth Management Element will be folded in the development review and monitoring process already in existence whenever possible. The processes related to the Element are also crafted for compatibility with such regional programs as Congestion Management and Air Quality Management Plans.

This element will be reviewed annually to determine if appropriate changes are needed based on experience and changes in circumstances.

The Growth Management element process applies to all development with the City with the possible exception of approved vested projects or projects with development agreements. Those projects would require individual legal review to determine Growth Management Element applicability. The City of Orange may consider, on a case by case basis, future project exemptions to encourage redevelopment activities or the development of affordable housing.

## II. INTRODUCTION

### A. Overview

In June, 1989, the Orange County Division, League of California Cities revised the Countywide Traffic Improvement and Growth Management Program which defines actions necessary of local jurisdictions to comply with Measure M growth management provisions. The League's Growth Management Program recognizes that differences exist between "developed" and "developing" communities need to also address a larger range of public services and facilities issues (i.e. fire, police, libraries, flood control, parks, etc). Because all of the infrastructure needs for the developing East Orange General Plan portion of the City have not yet been determined and most of the public service facilities for the existing portion of the City have been constructed or are funded through existing programs, the staff has developed the Growth Management Element on the basis of being a "developed" City. At such time as infrastructure needs and their financing are determined for East Orange, the GM Element will be amended to consider the City as a



“developing community” and, therefore also include the necessary references to public facilities other than transportation.

The Growth Management Element contains policies for the planning and provision of traffic improvements that are necessary for the City’s orderly growth and development. The policies and programs presented in this Element are for the establishment of traffic Level of Service (LOS) standards; a development mitigation program and a development phasing program. In addition, this Element includes an implementation program for annual monitoring.

The Element is divided into six sections. Section I provides a statement of the purpose and intent of the Element. Section II provides an overview of the Element and includes discussion regarding General Plan consistency, and the implementation process. Section III provides general definitions for terms utilized in the Element. The goals, objectives and policies for the Element are provided in Sections IV and V. Section VI discusses the implementation programs for achieving the goals and objectives of the Element.

### **B. Consistency with Other General Plan Elements**

A major goal of the Growth Management Element (GME) is to ensure that the management and implementation of traffic improvements are adequately coordinated with the future growth of the City consistent with the City’s Land Use Element. The Growth Management Element does not replace or supersede other General elements, such as the Circulation Element which also specifies goals and policies for transportation and circulation issues. Instead, the Growth management Element addresses, amplifies and supports traffic LOS standards and future development included in the Circulation and Land Use Elements, and provides a means of implementing the Master Plan of Arterial Highways. The Growth Management Element consists of goals, objectives and policies to serve as a guide for the selection of mitigation measures and conditions of approval for projects processed in the City. It has been crafted to minimize duplication of Measure M and Congestion Management Program (CMP) requirements.

The GME is the City’s most current position on growth management policies. Consequently, although there is some overlap among the policies here and in other general plan elements, this Element is defined as the key resource document for growth management policies and issues.

### **C. Implementation Process**

The intent of the Growth Management Element is to identify policies in the General Plan that related to future actions and programs that will implement the City’s growth management goals. Since this is a new element, and the requirements of Measure M and the Congestion Management Program are themselves evolving, the Growth Management Element intentionally permits flexibility in implementation in order to allow the City freedom to refine its implementing actions.



A significant effort in the transportation planning process will be undertaken by the City in its involvement in the Growth Management Areas (GMA's) established by the Regional Advisory Planning Committee. The purpose of the GMA's is to enable local jurisdictions to focus their mutual concern, coordinate improvements and implement those improvements through the interjurisdictional (GMA) process. City staff will work the staff from other cities represented in each of the GMA's to address the transportation issues identified by mutual consensus of the representatives of each GMA.

In addition, the City will continue to work with adjacent cities through existing formal agreements such as the Santa Ana/Orange TSIA and Anaheim/Orange Memorandum of Understanding to fulfill any obligations not covered by the GMA activities. GMA activities do not supersede prior participative planning agreements between respective agencies.

Privately initiated land use element amendments, zone changes and other discretionary projects considered after adoption of the Element will be specifically reviewed for consistency with the GM Element policies.

### **D. State and Federal Highway System Impacts**

It is recognized that Federal and State Highways are a significant component of the City's transportation system, and therefore greatly influence operation of the City's roadway system. The City is bisected by the Newport-Costa Mesa (SR 55) Freeway in addition to being ringed by the Riverside (SR 91) to the north, Orange SR 57) and Santa Ana (Interstate 5) to the west and Garden Grove (SR 22) Freeway to the south. The State and Federal Highway and Freeway System is an integral part of the City transportation planning process.

#### Existing Freeway System Deficiencies

A significant portion of the transportation problem facing the County stems from inadequate capacity of the existing freeway system to serve the peak period travel demands. This lack of capacity has resulted in poor Levels of Service, characterized by severe congestion and low travel speeds and diversion to local streets during peak periods. The most severe congestion on the freeway system that affects the City's roadway system occurs at the junction of Santa Ana (Interstate 5), Orange (SR 57) and Garden Grove (SR22) freeways because of the lack of ramp capacity. In addition the Costa Mesa (SR55) is severely congested during peak period because of drawing factor of the South Central Orange County Area from the Inland Empire. These freeway problem areas tend to result in additional traffic on the city's transportation system.

#### Impact of Freeway System on the Arterial Highway System

The Orange County Master Plan of Arterial Highways defines an arterial highway system intended to support and serve existing and adopted land uses on both incorporated and unincorporated areas of the County. The arterial system is designed to serve as part of a



balanced transportation system (autos, trucks, buses, bicycles, pedestrians). The arterial system provides for both through movement and a collector function. Major and Primary Arterial Highways are intended to accommodate the bulk on intra-regional traffic and complement both the freeway system and the local street network. Secondary arterials from Commuter arterials serve mainly as collectors which move traffic from local streets to the Major and Primary arterial system.

As congestion continues to increase on the freeway system, more drivers utilize the arterial system, particularly those parallel to freeways, or arterials serving the same trip destination as the freeways. Consequently, these arterials, such as Tustin Street and Lincoln Avenue are becoming increasingly congested at peak hours pending improvements to the freeway system. Likewise those arterials such as Chapman, Katella, Lincoln and Taft Avenues that provide access to the Costa Mesa and Orange Freeways are experiencing similar congestion. Chapman Avenue east of the Costa Mesa Freeway acts as the absent easterly extension of the Garden Grove Freeway thereby attempting to serve a major population and creational demand in the East Orange and South County area without adequate capacity.

### III. DEFINITIONS

For the purposes of this Element, the following terms are defined below:

- A. "Capital Improvement Program" shall mean a seven year list of capital projects to meet, maintain and improve the City's adopted Traffic Level of Service and Performance Standards. The C.I.P. shall include: 1) the description of the proposed project improvements; 2) the anticipated funding source is; and 3) the estimated cost in current dollars.
- B. "Critical Movement" shall mean any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.
- C. "Deficient Intersection Fund" shall mean a trust fund that may be established to implement necessary improvements to existing intersections which do not meet the Level of Service standard adopted in this Element. Such fund may be established from transportation fees mutually agreed upon by the GMA in which the deficiency exists.
- D. "Development Phasing Program" shall mean a program which establishes the requirement that building and grading permits shall be approved or issued in a manner that assures implementation of required transportation improvements through either construction of said improvements and or the timely provision of mitigation fees as determined by the City during the development's approval process. The City shall specify the order of improvements and/or timing of payment of the required mitigation fees (as they relate to the number of dwelling units or square feet of development), based, at a minimum, on mitigation measures adopted in conjunction with the environmental documentation and other relevant factors.



- E. "Deficient Intersection List" shall mean a list of intersections that: 1) do not meet the Traffic Level of Service Policy for reasons that are beyond the control of the City (e.g. ramp metering effects, traffic generated outside the City's jurisdiction, etc.); and 2) are not brought into compliance with the LOS standard in the most current Seven Year Capital Improvement Program. Additional intersections may be added by the City to the deficient intersection list only as a result of conditions which are beyond the control of the City.
- F. "Growth Management Areas (GMA's)" shall mean subregions of the County established by the Regional Advisory Planning Committee to promote interjurisdictional coordination in addressing infrastructure concerns and in implementing needed improvements. GMAs shall be comprised of elected officials and staff from local agencies whose jurisdictions are covered all or in part by the GMA. The City of Orange is included in 5 of 11 Growth Management Areas that cover the County. This multiple GMA involvement requires the City to meet regularly with the surrounding communities of Anaheim, Santa Ana, Villa Park, Irvine, Tustin and Garden Grove.
- G. "Growth Management Element" shall mean the Growth Management Element of the City's General Plan as required by the Revised Traffic Improvement and Growth Management Ordinance (Measure M).
- H. "Level of Service" is a qualitative measure of the relationship between the volume and capacity of a roadway usually described by the letters "A" through "F" where LOS "D" is usually considered the industry standard for traffic analysis purposes.
- I. "Local Transportation Authority" is the body responsible for the implementation of Measure M as designated by the Orange County Board of Supervisors and the Orange County Transportation Authority.
- J. "Measurable Traffic" shall mean a traffic volume resulting in a one percent increase in the sum of the critical movement at an intersection.
- K. "Measure M" refers to the Revised Traffic Improvement and Growth Management Ordinance adopted by Orange County voters on November 6, 1990. The Measure authorized the imposition of a half cent retail sales tax for a period of 20 years effective April 1, 1991. The sales tax increase will be allocated to local Orange County jurisdictions for use on local and regional transportation improvements and maintenance projects.
- L. "Performance Monitoring Program" (PMP) shall mean a comprehensive road improvement and financing plan which monitors the level of service requirements in this Element while taking into account measurable traffic impacts on the circulation system. This program will annually review the status of public and private roadway improvements associated with the Seven Year Capital Improvement Program and Development Phasing Programs to assure that the City is taking appropriate actions to achieve the Level of Service standards set forth in this Element.



## IV. GOALS

The goals of this Element are to:

- A. Reduce traffic congestion; and
- B. To ensure that adequate transportation facilities are provided for existing and future residents of the City.

These goals shall be accomplished through implementation of the policies and programs set forth in this Element.

## V. OBJECTIVES

Achievement of the above goals shall be measured by the following objectives:

### A. Transportation

The circulation system shall be implemented in a manner that is designed to achieve a Traffic Level of Service of D or the current level whichever is the farthest from LOS A except for intersections on the Deficient Intersection List and/or at those intersections which are impacted by factors beyond the City's control.

### B. Development Phasing

Development shall be phased in a manner consistent with the Development Phasing Program identified in VI C and VII C.

## VI. POLICIES

### A. Traffic Level of Service

The Level of Service standard for traffic circulation in the City shall be LOS "D". In order to achieve this standard, it shall be the City's policy that within three years of the issuance of the first building permit for a development project, the necessary improvements to transportation facilities identified as adversely impacted, shall be completed. The LOS shall be D for intersections under the sole control of the City. Intersections exempt from the above sentence include facilities under the jurisdiction of another City or the State; or those included on the Deficient Intersection List established by a GMA in which the City participates.

In the future, the City may give consideration to a Deficient Intersection Fund Fee on all development contributing measurable impacts to intersections on the Deficient Intersection List. This fee, if determined necessary, shall be approved by the jurisdictions in the GMA and locally administered as part of the City's Capital Improvement Program.



Achievement of the adopted Levels of Service standard and implementation of exacted transportation improvements shall take into consideration extraordinary transportation circumstances which may impact identified intersections and/or timing of the required improvements. An example of an extraordinary circumstance would be when arterial roadways serve as substitute freeway access (thus impacting LOS performance) while planning and construction of additional freeway improvements are underway.

Level of Service (LOS) will be measured by the Traffic Level of Service Policy Implementation Manual established by the Local Transportation Authority.

## **B. Development Mitigation**

1. All new development shall pay for or implement its share of the street improvement costs associated with that development including regional traffic mitigation.
2. The City will continue to collect transportation impact fees already in effect at the time of the Growth Management Element's writing (i.e. TSIP, Transportation Corridor, Santiago Canyon Road, etc.) for improvements within its boundaries and shall work with adjacent jurisdictions to determine that an appropriate level of transportation impact fees are maintained within the Growth Management Areas. A Deficient Intersection Fund Fee may be assessed, if necessary, in addition to updating of the City's established transportation fees to cover fee shortfalls in project improvements that may not be generated by the level of fee programs in existence when the Element was adopted. Any additional or expansion of existing fees or modification of the City's established transportation fees would require formal adoption by the City or City/GMA before being implemented.
3. New revenues generated from Measure M shall not be used to replace private developer funding which has been omitted for any project.
4. A Deficient Intersection Fund may be established by the City in cooperation with the other appropriate jurisdictions to make improvements on those intersections identified by the GMA as necessary to achieve the LOS standard established in this Element.



## Development Phasing

New development in the City shall be required to establish a Development Phasing Program which has approval of development by linking issuance of building permits for the appropriate portion of the development plan (by phase and/or number units) to roadway improvements required to achieve the appropriate Level of Service in one or more of the following three ways determined during the development approval process: 1) linkage to construction of the designated improvement(s) by others, 2) linkage to construction of the designated improvement(s) at a time certain designated by the City. The phasing plan shall include an overall buildout plan which can demonstrate the ability of the infrastructure to support the planned development.

The Development Phasing Plan for new projects shall be a component of the development review and entitlement process and shall be approved prior to issuance of building or grading permits.

### C. Annual Monitoring

The City shall monitor the implementation of the Development Phasing Program for each of its new development projects on an annual basis and prepare a report which indicates the status of development approval and the required traffic improvements and the relationship between them.

### D. Additional Element Policies

The following items are required as components of the City's Growth Management Plan and are included as optional discussion items in this Element.

#### 1. Interjurisdictional Planning Forums

The City shall participate in interjurisdictional planning forum within its established Growth Management Area as adopted by the Regional Advisory Planning Council.

#### 2. The City shall continue to participate in interjurisdictional planning forums as established at the GMA level and as appropriate with neighboring or affected jurisdictions to address transportation or other planning issues.

#### 3. Capital Improvement Program

A seven year Capital Improvement Program shall be adopted and maintained in conformance with the provisions of Measure M for the purpose of maintaining the Levels of Service established in this Element.

#### 4. Balanced Community Development



Recognizing its historic role as one of several employment centers in central Orange County, it is the City's policy to strive toward achieving a balance between residential, industrial, commercial, and public uses.

5. **Transportation Demand Management**

The City shall promote traffic reduction strategies through the measures adopted by its Transportation Demand Management Ordinance.

## VII. IMPLEMENTATION PROGRAMS

### A. **Interjurisdictional Planning**

The City will participate in interjurisdictional planning forums through the established Growth Management Areas. Such forums include the growth management areas adopted by the Regional Advisory Planning Council as well as the City's Joint Powers Agreements with adjacent cities. These planning forums are intended to address cumulative traffic impacts and to coordinate improvements in transportation facilities.

### B. **Development Mitigation**

The City's development mitigation program has been established as a process in which all new development pays its share of the mitigation costs associated with that development. Participation in development mitigation shall be required of all new development projects. The development mitigation requirements are identified in the project review and approval process and shall be done in such a way as to be consistent with and incorporate the direction of this element. In this way, the development's mitigation measures and conditions in fact become the means of monitoring the project's compliance with this element.

### C. **Development Phasing**

It is the City's policy to require a Development Phasing Plan for all new development projects. The City's Development Phasing Program is established to ensure to the extent feasible, that infrastructure is constructed as development occurs by linking the ability of the development to proceed to either; construction of the improvement(s) by others, construction of the improvement(s) by the developer, or by the developers timely provision of the appropriate funding to the City so that the provision of road improvements is in balance with traffic demand. The phasing program for new developments shall provide a reasonable lead time to design and construct specific transportation improvements for approved development projects in order to provide implementation of the improvements within the time frames called for in the Traffic Level of Service Policies. The City will establish a three year time frame as a guideline for the design and construction of required transportation improvements. The three year time



frame shall commence upon the issuance of the first building permit for the project. The time frame for completion of project related improvements shall be incorporated into the phasing program for project approvals in conformance with current City procedures.

#### **D. Annual Monitoring**

The City's annual Performance monitoring Program (PMP) is intended to provide an annual evaluation of its development phasing plans. This program will review and evaluate the implementation of phasing plans which reflect conditions of approval for traffic improvements required as mitigation measures for this project. The monitoring program is intended to ensure that road improvements or funding are actually provided as required in order to determine whether development may continue. If the improvements or funding as specified in project conditions has not been provided, development shall be deferred until compliance with the provision of this program are achieved.

The monitoring program shall include an annual review of new development projects until all required improvements have been constructed. Traffic related mitigation requirements such as Traffic Demand Management programs shall be continued in conformance with the provisions of project approved programs.



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